

Sustainability Appraisal

for Revised Local Plan DPD 2011 – 2029

Incorporating Strategic Environmental Assessment

Main Report

November 2013



Commenting on this Document

This Sustainability Appraisal report has been published alongside the Revised Local Plan DPD, with both subject to public consultation from 24th January to 4.30pm on 7th March 2014. Only representations made within this period will be taken into account.

This document is available for inspection at the Council's Andover and Romsey offices during normal office hours. It is also available on the Council's website at <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/sustainability-appraisal/>.

If you would like to comment on this document please send your views to the address below or the email address. You can also comment via the Council's website.

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1 Introduction and Background

Introduction

- 1.1 This Sustainability Appraisal / Strategic Environmental Assessment Report has been prepared by Test Valley Borough Council to assist in the preparation of the Revised Local Plan Development Plan Document (DPD), which will form part of the Test Valley Local Development Framework. This follows on from the previous Sustainability Appraisal Report prepared for the Regulation 18 version (preferred approach) of the Revised Local Plan.
- 1.2 There is a statutory requirement to prepare sustainability appraisals to support Development Plan Documents. There is also a requirement to produce an environmental report in line with the Environmental Assessment of Plans and Programmes Regulations 2004. This report covers both of these requirements. This report also summarises some of the evidence and other considerations that have fed into the process and led to the Council's strategy as included within the Revised Local Plan.
- 1.3 This section of the report aims to provide background information on the purpose of the Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) and an overview of the Revised Local Plan DPD. It also provides a brief summary of the relationship with other key plans.

Sustainable Development

- 1.4 The Planning and Compulsory Purchase Act 2004 (as amended) requires that DPDs are prepared with a view to '*contributing to the achievement of sustainable development*' (Section 39(2)). Paragraph 6 of the National Planning Policy Framework (NPPF)¹ also highlights that this is the purpose of the planning system as a whole, with paragraph 7 recognising the social, environmental and economic dimensions to sustainable development.
- 1.5 The definition of sustainable development provided by the Brundtland Commission is widely used. It states that '*sustainable development is development that meets the needs of the present without compromising the ability of future generations to meet their own needs*'². This is also reflected within the NPPF.
- 1.6 The UK Sustainable Development Strategy – Securing the Future³ provides five guiding principles for sustainable development, which are living within environmental limits; ensuring a strong, healthy and just society; achieving a sustainable economy; promoting good governance; and using sound science responsibly.

¹ National Planning Policy Framework, DCLG, 2012.

² Report of the World Commission on Environment and Development: Our Common Future, World Commission on Environment and Development (Brundtland Commission), 1987, Part I, Chapter 2.

³ Securing the Future: Delivering UK Sustainable Development, HM Government, 2005.

Sustainability Appraisal and Strategic Environmental Assessment

1.7 The Planning and Compulsory Purchase Act (2004) sets out the statutory duty to prepare a Sustainability Appraisal report for each DPD, stating that:

'The local planning authority must also –

- 1 *carry out an appraisal of the sustainability of the proposals in each development plan document;*
- 2 *prepare a report of the findings of the appraisal.'*

(Section 19(5) as amended by the Planning Act 2008)

1.8 Therefore the sustainability appraisal process forms part of the preparation of DPDs. It involves the assessment of the sustainability of different options and consideration of the social, environmental and economic effects of the proposals and policies from the outset.

1.9 This report has also been prepared in line with the requirements of Environmental Assessment of Plans and Programmes Regulations 2004 (known as the Strategic Environmental Assessment (SEA) Regulations)⁴, which transpose the requirements of the SEA Directive⁵. This legislation requires the formal assessment of plans and programmes which are likely to have significant effects on the environment. Further detail on the SEA requirements are provided in Chapter 2 of this report.

1.10 Guidance advocates that the requirements of sustainability appraisal and strategic environmental assessment are combined. Therefore throughout this document, where reference is made to sustainability appraisal, it denotes sustainability appraisal under the Planning and Compulsory Purchase Act (as amended by the Planning Act 2008), incorporating the environmental information and covering the requirements of the SEA Directive and Regulations.

1.11 The role of Sustainability Appraisals (SAs) is also highlighted with paragraph 165 of the National Planning Policy Framework (NPPF), which states that:

'A sustainability appraisal which meets the requirements of the European Directive on strategic environmental assessment should be an integral part of the plan preparation process, and should consider all the likely significant effects on the environment, economic and social factors.'

1.12 Sustainability Appraisals are intended to inform the decision making process and to provide a mechanism of reviewing alternative options, not to make decisions on policy development⁶. This report is the main product of the plan appraisal process.

⁴ The Environmental Assessment of Plans and Programmes Regulations 2004 (SI 2004, No. 1633).

⁵ Directive 2001/42/EC on the Assessment of the Effects of Certain Plans and Programmes on the Environment (known as the Strategic Environmental Assessment (SEA) Directive).

⁶ Local Development Frameworks Guidance on Sustainability Appraisal, Planning Advisory Service (PAS), 2007 and CLG Plan Making Manual, Communities and Local Government (CLG).

- 1.13 Throughout the production of the Revised Local Plan, key decision makers have been informed of the legal requirements and purpose of the SA/SEA process. Details on the interaction between the SA/SEA process and the preparation of the Revised Local Plan, along with an explanation of where and how the environmental information has been provided, are identified within Chapter 2 of this report.

Sustainability Appraisal Scoping Report

- 1.14 The first stage of the sustainability appraisal process comprises of a scoping exercise – this has been undertaken separately through the production of a Sustainability Appraisal Scoping Report⁷. This report should be read in conjunction with the Scoping Report.
- 1.15 The Scoping Report provides contextual information, reviews other relevant plans and programmes, identifies local sustainability issues and constraints and sets out a series of sustainability objectives to be used to test the plan and its contribution to sustainable development. A summary of the main stages of the Scoping Report is presented in Chapter 4 of this document.

Relationship with Habitat Regulations Assessment

- 1.16 The Conservation of Habitat and Species Regulations 2010 (as amended) (known as the Habitat Regulations) transpose the requirements of the Habitats Directive into domestic legislation. Article 6(3) of the Habitat Directive⁸ states that:

'Any plan or project not directly connected with or necessary to the management of the site but likely to have a significant effect thereon, either individually or in combination with other plans or projects, shall be subject to appropriate assessment of its implications for the site in view of the site's conservation objectives.'

- 1.17 Section 102 of the Habitat Regulations requires that land use plans which are likely to have a significant effect on European sites shall be subject to an appropriate assessment of the implications in terms of the conservation objectives of the sites.
- 1.18 The Habitat Regulations Assessment (HRA) process is separate to sustainability appraisal (and has a different methodology). However, the requirements, background evidence and some of the findings of HRA process have informed the sustainability appraisal process, including the appraisal of options (through the biodiversity related sustainability objective), identification of potential significant effects and necessary mitigation. The Habitat

⁷ Sustainability Appraisal Scoping Report, Test Valley Borough Council, 2011 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/sustainability-appraisal/>).

⁸ Directive 92/43/EEC of 21 May 1992 on the conservation of natural habitats and of wild fauna and flora.

Regulations Assessment work related to the Revised Local Plan can be viewed on the Council's website⁹.

Overview of the Revised Local Plan DPD

- 1.19 The Council is preparing a Local Development Framework to set out a long term strategy to manage development over the period from 2011 – 2029. The Revised Local Plan (which is the focus of this appraisal) will form part of this, providing policies to inform the determination of planning applications and strategic proposals, including allocations. These policies and proposals will support the delivery of the plan objectives (as below).
- 1.20 The Revised Local Plan will need to work in conjunction with the Minerals and Waste Development Plan Documents, which also form part of the Development Plan. Work on provisions for gypsy and traveller accommodation is being undertaken separately as set out within the Local Development Scheme¹⁰.
- 1.21 The Local Development Framework, including the Revised Local Plan, provides a mechanism for supporting the delivery of the Test Valley Community Plan and the Test Valley Borough Council Corporate Plan (see below). Reflecting this, the vision for the Community Plan is included within the Revised Local Plan to provide a common link between the two documents. Therefore, the vision included in the Revised Local Plan is *'to create a Test Valley community where everyone has the opportunity to fulfil their potential and to enjoy a good quality of life'*. The eight themes within the Community Plan have also been used as a basis for the chapters within the Revised Local Plan.
- 1.22 The Revised Local Plan objectives are:
- 1) Providing for the future housing needs, types and tenures within the Borough
 - 2) Promote appropriate scale of development in settlements in keeping with their size, character and function
 - 3) Create sustainable communities, locating development where daily needs for employment, shopping, leisure, recreation, education, health and other community facilities are accessible by sustainable modes of transport
 - 4) Providing a range of job opportunities
 - 5) Supporting Andover and Romsey town centres and Stockbridge local centre to enable them to remain successful destinations
 - 6) Conserve and enhance the built and historic environment, conserve and enhance the local character, identity and cultural heritage

⁹ For more information see:

<http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/habitat-regulations-assessment/>.

¹⁰ Available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/lds/>

- 7) Ensure development takes full account of climate change including through implementing water efficiency measures
- 8) Protect high standards of water and air quality
- 9) Conserve and enhance the countryside and landscape and improve access to it
- 10) Conserve and enhance biodiversity
- 11) Provide for leisure, recreation, culture and tourism needs
- 12) Creating opportunities for improving the health and wellbeing of communities
- 13) Encourage use of public transport, cycling and walking networks to help reduce reliance on cars and provide choice
- 14) Create high quality, low crime environments and spaces
- 15) Raise skill levels and reduce economic disparities across the Borough

1.23 Over the plan period, provision will need to be made for development within the Borough, including for residential and economic purposes. The Revised Local Plan will establish the levels of development and identify allocations in order to facilitate delivery. As noted above, the Revised Local Plan will also include policies on a range of matters (including social, environmental and economic issues) to support the determination of planning applications. Table 1 provides an overview of the policies within the Revised Local Plan.

Table 1: Outline of the Content of the draft Revised Local Plan DPD
(* identifies proposed allocations¹¹)

Chapter	Policies
Delivering Sustainable Development	Policy SD1: Presumption in Favour of Sustainable Development
Local Communities	Policy COM1: Housing Provision 2011 - 2029
	Policy COM2: Settlement Hierarchy
	Policy COM3: New Neighbourhood at Whitenap, Romsey*
	Policy COM4: New Neighbourhood at Hoe Lane, North Baddesley*
	Policy COM5: Residential Development at Park Farm, Stoneham*
	Policy COM6: New Neighbourhood at Picket Piece, Andover*
	COM6a: New Neighbourhood at Picket Twenty, Andover*
	Policy COM7: Affordable Housing
	Policy COM8: Rural Exception Affordable Housing
	Policy COM9: Community Led Development
	Policy COM10: Occupation Accommodation in the Countryside
	Policy COM11: Existing Dwellings in the Countryside
	Policy COM12: Replacement Dwellings in the Countryside
Policy COM13: Gypsy, Travellers and Travelling Showpeople	

¹¹ This does not include policies that provide a framework for determining planning applications for sites that have already been permitted (e.g. outline permission).

Chapter	Policies
	Policy COM14: Community Services & Facilities
	Policy COM15: Infrastructure
Local Economy	Policy LE1: University of Southampton Science Park
	Policy LE2: South of Benham Campus, University of Southampton Science Park*
	Policy LE3: Land at Whitenap, Romsey*
	Policy LE4: Land south of Brownhill Way, Nursling*
	Policy LE5: Land at Bargain Farm, Nursling*
	Policy LE6: Land at Adanac Park, Nursling
	Policy LE7: Nursling Estate
	Policy LE8: Extension to Walworth Business Park*
	Policy LE9: Andover Airfield Business Park
	Policy LE10: Retention of employment land and strategic employment sites
	Policy LE11: Main Town Centre Uses
	Policy LE12: Ground Floor Uses in Romsey
	Policy LE13: Ground Floor Uses in Andover
	Policy LE14: Retail development at George Yard/ Black Swan Yard*
	Policy LE15: Stockbridge Local Centre
	Policy LE16: Re-Use of Buildings in the countryside
	Policy LE17: Employment Sites in the countryside
	Policy LE18: Tourism
Environment	Policy E1: High Quality Development in the Borough
	Policy E2: Protect, Conserve and Enhance the Landscape Character of the Borough
	Policy E3: Local Gap
	Policy E4: Residential Areas of Special Character
	Policy E5: Biodiversity
	Policy E6: Green Infrastructure
	Policy E7: Water Management
	Policy E8: Pollution
	Policy E9: Heritage
Leisure, Health and Wellbeing	Policy LHW1: Public Open Space
	Policy LHW2: Ganger Farm, Romsey*
	Policy LHW3: Forest Park*
	Policy LHW4: Amenity
Transport	Policy T1: Managing Movement
	Policy T2: Parking Standard
	Policy T3: Park & Ride, Nursling*
Community Safety	Policy CS1: Community Safety
Education & Learning	Policy ST1: Skills and Training

1.24 The Revised Local Plan covers all of the area of Test Valley for which the Borough Council is responsible for planning purposes – this excludes a small area in the south west of the Borough which forms part of the New Forest National Park. The main impacts of the Revised Local Plan are likely to be

experienced within Test Valley, however the zone of influence extends beyond the Borough boundary (e.g. in terms of transport including the strategic road network, environmental impacts incorporating the potential impact on Natura 2000 sites¹², and the water environment).

- 1.25 For parts of the Revised Local Plan, the Borough is divided to reflect the housing market and economic links with the surrounding area. Southern Test Valley forms part of a South Hampshire sub region (covered by the Partnership for Urban South Hampshire (PUSH)). The rest of the Borough is referred to as Northern Test Valley. These splits are particularly relevant in considering the need for and delivery of housing and employment land.

Relationship of the Revised Local Plan with Other Key Plans

- 1.26 As part of the preparation of the Sustainability Appraisal, there is a need to give consideration to other relevant plans and programmes – this is further considered later within this report.
- 1.27 A brief overview of links with some of the key relevant plans and strategies is provided in this section.
- 1.28 The National Planning Policy Framework (NPPF) provides national planning guidance, both in terms of the preparation of plans and determination of planning applications. There is a need to ensure that DPDs are '*consistent with the principles and policies set out in this Framework*'¹³.
- 1.29 The Minerals and Waste Local Development Documents also form part of the Development Plan. These documents are prepared by Hampshire County Council in conjunction with the unitary authorities and National Park authorities in Hampshire. The Hampshire Minerals and Waste Plan has been adopted (this document is referred to in Appendix 1).
- 1.30 The Local Development Scheme for Test Valley identifies that the need for the provision of sites for accommodation for Gypsies and Travellers within the Borough will be considered separately. This is at an early stage of preparation at the time of writing.
- 1.31 The Localism Act has introduced Neighbourhood Development Plans. These documents form part of the Development Plan and would relate to a specific area within the Borough – likely to be based on a Parish or Town Council administrative area. At the time of producing this document, no Neighbourhood Development Plans were in the process of preparation.

¹² This comprises of Special Protection Areas (SPAs) and Special Areas of Conservation (SACs). In line with Government guidance, there is normally also consideration of Ramsar sites when assessing likely effects on Natura 2000 sites.

¹³ National Planning Policy Framework, CLG, 2012, paragraph 151 (page 37).

- 1.32 The Community Plan¹⁴ has been prepared by the Test Valley Partnership as a framework for partnership working within Test Valley. It establishes an aim ‘... to create a Test Valley community where everyone has the opportunity to fulfil their potential and enjoy a good quality of life’. The document is based around eight themes, namely community safety, education and lifelong learning, the environment, health and wellbeing, leisure and culture, the local economy, local communities, and transport. For each of the themes additional aims and key areas of focus are established. The Revised Local Plan has a role in delivering the objectives of the Community Plan across the identified themes. The Scoping Report and this report have drawn on the themes within the Community Plan in grouping consideration of baseline information and effects, while the Revised Local Plan has based its grouping of policies on these themes.
- 1.33 The Corporate Plan for Test Valley Borough Council¹⁵ outlines the vision and priorities for the Council for the period 2011 to 2015. The document sets out four aims, which are a competitive local economy; enhancing and preserving our natural and built environment; improving access to a decent home; and encouraging all of our communities to reach their full potential. The Revised Local Plan has a role in supporting a number of the aims of the Corporate Plan.
- 1.34 The Localism Act also establishes a ‘duty to co-operate’, which needs to be taken into account as part of the preparation of the Plan. This includes working with neighbouring local authorities and infrastructure providers. With this in mind, the South Hampshire Strategy¹⁶ is also likely to be a key consideration. This document provides a framework for considering appropriate levels of housing and economic development within south Hampshire across a number of local authorities (including part of Test Valley). It sets out that across the sub-region there should be provision for 55,600 dwellings, 580,000 square metres of office space and 550,000 square metres of manufacturing and distribution floorspace between 2011 and 2026¹⁷.
- 1.35 Further consideration of other relevant plans, policies and programmes is provided within Chapter 3 of this report and Appendix 1.

Structure of this Report

- 1.36 This report has been prepared taking account of the various stages that make up the sustainability appraisal process (for more information see Chapter 2) and the work that has been undertaken to date. Therefore, this Sustainability Appraisal Report for the Revised Local Plan DPD covers the following:

¹⁴ Your Test Valley: Community Plan, Test Valley Partnership, 2007 (available: <http://www.yourtestvalley.com/pdf/Community%20Plan%202007.pdf>).

¹⁵ Doing Things Differently: Corporate Plan 2011 – 2015, Test Valley Borough Council, 2011 (available: <http://www.testvalley.gov.uk/aboutyourcouncil/corporatedirection/corporateplan/>).

¹⁶ South Hampshire Strategy: A framework to guide sustainable development and change to 2026, PUSH, 2012 (available: http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm).

¹⁷ These figures have been rounded.

- An overview of the sustainability appraisal process and the requirements of strategic environmental assessment;
- A summary of the findings of the Scoping Report (as referred to above) and an overview of the local context;
- An appraisal of the Revised Local Plan DPD objectives (the plan objectives) in terms of their compatibility with the sustainability objectives (as set out in the Sustainability Appraisal Framework within the Scoping Report);
- A commentary on the options and alternatives that were considered during the preparation of the plan;
- Appraisal of the options and reasonable alternatives considered to test their performance against the sustainability objectives with a more detailed appraisal linked to the identification of strategic sites for residential development;
- Identification and evaluation of the likely significant effects of the Revised Local Plan, including consideration of potential mitigation measures to minimise adverse effects;
- An outline of the proposed monitoring strategy to measure the effects of implementing the Revised Local Plan; and
- A record of where the environmental information has been incorporated into the appraisal process to meet the requirements of the SEA Regulations and Directive.

Test Valley Borough Council

2 Appraisal Methodology

Introduction

- 2.1 This Sustainability Appraisal report has been prepared taking account of national guidance on the process and methodology of sustainability appraisal / strategic environmental assessment and how they can be incorporated into plan making. This guidance includes:
- A Practical Guide to the Strategic Environmental Assessment Directive, Office of the Deputy Prime Minister (ODPM), September 2005¹⁸
 - CLG Plan Making Manual (section on Sustainability Appraisal), Communities and Local Government (CLG), last updated 2009¹⁹
 - Principles of Plan Making (Chapter 6: The Role of the Sustainability Appraisal), PAS, 2013²⁰
 - Draft National Planning Practice Guidance, CLG, 2013²¹
- 2.2 In terms of the strategic environmental assessment requirements, by adhering to the relevant guidance the environmental information required by the SEA Directive should be provided.
- 2.3 It is not the purpose of this report to demonstrate how the Revised Local Plan is consistent with the NPPF.

Stages of the Appraisal Process

- 2.4 The appraisal of DPDs involves five main stages, which are set out in Table 2. Stage A has already been undertaken (through the Scoping Report). The latter stages of the appraisal process will be carried out following the Examination in Public of the DPD.
- 2.5 This report focuses of the tasks that fall within Stages B and C outlined below.

Table 2: Stages and Tasks within the Sustainability Appraisal Process²²

Stage	Brief Description
A	Setting the context and objectives, establishing the baseline and deciding on the scope Task A1: Identifying other relevant plans, programmes and objectives Task A2: Collecting baseline information Task A3: Identifying sustainability problems / issues Task A4: Developing SA / SEA objectives (and the SA Framework) Task A5: Consultation on the scope of the Sustainability Appraisal
B	Develop and refine alternatives, and assess effects

¹⁸ Available at: <http://www.communities.gov.uk/publications/planningandbuilding/practicalguidesea>.

¹⁹ Available at: <http://www.pas.gov.uk/74-sustainability-appraisal>.

²⁰ Available at: <http://www.pas.gov.uk/chapter-6-the-role-of-sustainability-appraisal>

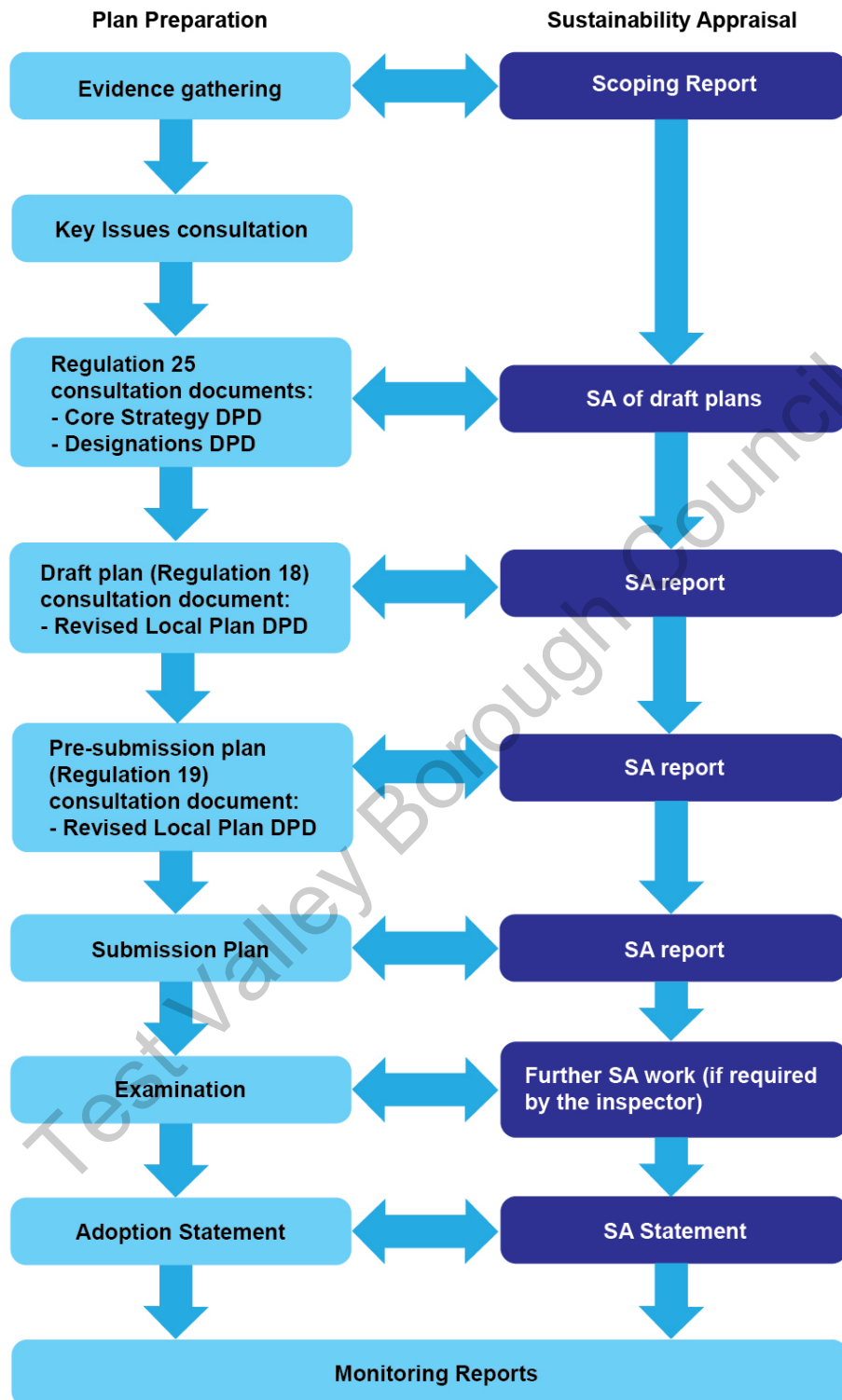
²¹ Available at: <http://planningguidance.planningportal.gov.uk/>

²² Based on A Practical Guide to the Strategic Environmental Assessment Directive, ODPM, 2005, pages 24 and 25.

Stage	Brief Description
	Task B1: Test the plan objectives against the sustainability objectives Task B2: Developing strategic options / alternatives Task B3: Predict the effects of the draft plan Task B4: Evaluate the effects of the draft plan Task B5: Consider ways of mitigating adverse effects Task B6: Proposing measures to monitor the effects of the plan
C	Preparing the Sustainability Appraisal Report Task C1: Preparing the Sustainability Appraisal Report
D	Consult on the draft plan and the Sustainability Appraisal Report Task D1: Consult on the draft plan and the Sustainability Appraisal Report Task D2: Assess significant changes Task D3: Make decisions and provide information
E	Monitor the significant effects of implementation of the plan Task E1: Develop the monitoring arrangements Task E2: Responding to adverse effects

- 2.6 Figure 1 provides an overview of the relationship between the plan preparation and sustainability appraisal processes. The Revised Local Plan DPD follows on from work that had previously be undertaken for two separate DPDs, namely the draft Core Strategy DPD and draft Designations DPD. The Regulation 18 stage of the Revised Local Plan repeated the stage of the process covered by the Core Strategy DPD and Designations DPD (Regulation 25).
- 2.7 While Figure 1 and the stages and tasks shown in Table 2 are presented as a linear process, a number of the activities are iterative and subject to review as the plan (i.e. the Revised Local Plan DPD) is prepared. This includes taking account of the comments received on draft Sustainability Appraisal Reports and the draft plans they accompany.

Figure 1: Links between the Plan Preparation and Sustainability Appraisal Processes



2.8 Chapters within this report highlight the tasks they relate to within the sustainability appraisal process and the relevant requirements of the strategic environmental assessment process (as set out by the Directive). In each case, details have been provided on the method or approach taken to assessment.

Method for Appraisal of Options

- 2.9 Reflecting the legal requirements, along with guidance on preparing sustainability objectives to assist in the assessment of the plan, the appraisal process has involved an assessment of the compatibility and performance of options with the sustainability objectives (for more information see the Scoping Report, summarised in Chapter 4), as well as consideration of likely significant effects relative to the baseline position (as well as likely evolution of the baseline position). The outcomes of both aspects have been taken into account by the Council as part of the identification of a preferred strategy.
- 2.10 In summarising the performance of options against the sustainability objectives, a set of symbols has been used – these are set out in Table 3. These symbols represent the position without the identification of mitigation measures. These symbols should not be considered in isolation as they represent a broad indication of performance and need to be read in conjunction with the associated commentary and consideration of likely significant effects. In addition, while there is a temptation to sum up the symbols to indicate a ‘score’ - this is not appropriate²³. However, they can give a simplified indication of the relative performance of options in relation to a specific issue as a starting point.
- 2.11 The SEA Regulations establish criteria for determining whether there is likely to be a significant effect on the environment within Schedule 1 of the legislation. These have been used to inform the identification significant effects, as set out within this report. Potential mitigation measures have been identified alongside the consideration of significant effects, where they have the potential to prevent, reduce or as a last option offset any significant adverse effects identified. It should be noted that the symbols used to summarise the performance in relation to the sustainability objectives do not account for mitigation measures discussed within associated commentary.
- 2.12 The information brought together through the assessment of options against the sustainability objectives and consideration of any significant effects has been used to gauge the scope for options to support sustainable development (including when accounting for potential mitigation measures). In some cases this has resulted in the identification of potential constraints of options which cannot be mitigated or which would not align with other aspirations / guidance which inform the decisions made by the Council. It has also highlighted that in some cases options can have positive effects in relation to certain objectives, while performing less well on other matters. This provides a basis for considering the need to weigh up the implications of the effects with what the Council is seeking to achieve through the Revised Local Plan and identify mitigation measures where necessary. In some cases trade-offs also need to be considered.

²³ This is reflected in the guidance available in Chapter 6 of the Principles of Plan Making (PAS, 2013).

- 2.13 As part of the process of appraising options, no specific weighing system has been developed. The NPPF recognises the need for economic, social and environmental matters to be considered jointly (paragraph 8). It was considered that the use of a standardised weighting approach may detract from the consideration of the detail that is behind the assessments. In addition, the relative importance of specific issues can vary within the appraisal (this has been identified where appropriate), for example depending on the matter under consideration and the area under consideration (when considering allocations). In some cases, protection or designation of specific features or assets may give an indication of relative importance, but this is not always the case. The designation of certain assets / features is also a factor in identifying whether an effect may be significant²⁴.

Table 3: Key to Appraisal Symbols

Performs very well	++
Performs well	+
Mixed performance	+/-
Performs less well	-
Performs poorly	--
Depends on implementation	i
Uncertain	?
No Effect	O

Commentary on the Production of this Report

- 2.14 Table 4 sets out where the environmental information required by the SEA Directive and Regulations has been provided in order to provide clarity on how and where the requirements have been met.
- 2.15 As this Sustainability Appraisal Report expands the assessment into a wider appraisal of sustainability, Table 5 sets out a summary of how the appraisal (not just the environmental information) was undertaken.
- 2.16 The consideration of alternative options and their effects through the sustainability appraisal / strategic environmental assessment process has helped to inform the production of the Local Plan. This report also summaries some of the other sources of information / evidence that have influenced the process of developing the Local Plan. This sustainability appraisal process has also enabled a clearer approach to identification of the potential mitigation measures that could be implemented.
- 2.17 As is noted within Table 5, there were some difficulties experienced in the preparation of this report and the undertaking of the appraisal. There has been some difficulty in identifying the specific effects of the Revised Local Plan, particularly when considered in conjunction with other plans and projects. As a result, in some cases it has been identified that the effects may be uncertain at this time, or that it is difficult to predict whether a significant effect is likely,

²⁴ This reflects the considerations identified in Annex II of the SEA Directive and Schedule 1 of the SEA Regulations.

particularly given the strategic scale of assessment. The level of detail of the assessments within this appraisal was not the same as would be expected for Environmental Impact Assessments (EIAs). Therefore, particularly in relation to proposed allocations, more detailed assessment of effects would be likely to be identified through Environmental Statements in conjunction with planning application. This will also enable further consideration of appropriate mitigation measures.

- 2.18 Assumptions have had to be made in making assessments of alternatives and identifying likely effects. The consideration of options and identification of effects has also required a degree of judgement, including the consideration of the significance of effects²⁵. Where possible the assumptions have been based on baseline information (some of which has been provided by site promoters) and evidence based studies (which are referred to where relevant). For example, through the baseline information it has been highlighted that the main source of air pollution in the Borough is from road traffic, therefore, where proposals are likely to result in an increase in traffic levels; this is assumed to have the potential to result in an increase in air pollution. Professional judgement has also been used taking account of baseline information.
- 2.19 A general assumption throughout the appraisal in terms of the identification and evaluation of effects is that development comes forward in line with the proposed policies within the plan. It is recognised that this may not always be the case (for example where other material considerations are relevant).

²⁵ The SEA Directive and Regulations establish the need to consider the likely significant effects on the environment, the SEA Regulations establish within Schedule 1 the criteria for determining whether there is a likely significant effect.

Table 4: The SEA Directive's requirements²⁶

SEA Requirement	Where covered in this Report
Preparation of an environmental report in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and geographical scope of the plan or programme, are identified, described and evaluated. The information to be given is (Art. 5 and Annex I):	This SA Report incorporates the Environmental Report required by the SEA Directive and Regulations. It follows the guidance set out in Chapter 2. Table 10 signposts where the environmental information has been included in relation to the SA objectives which have been used to appraise the Plan options. Chapters 8 to 15 give greater consideration of the effects of the Plan.
a) An outline of the contents, main objectives of the plan or programme, and relationship with other relevant plans and programmes;	An outline of the content of the Revised Local Plan DPD is covered in Chapter 1 of this report. The relevant plans and programmes are covered in the SA Scoping Report and as updated within Appendix 1 to this report. The objectives of the Plan are provided in Chapter 1.
b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;	This is covered in the SA Scoping Report and is summarised in Chapter 5 of this report.
c) The environmental characteristics of areas likely to be significantly affected;	This is covered in the SA Scoping Report and is considered in Chapters 8 to 15 of this report.
d) Any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC;	This is covered in the SA Scoping Report and is summarised in Chapters 4 and 5 of this report.
e) The environmental protection objectives, established at international, Community or national level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation;	This is covered in the SA Scoping Report and Appendix 1 of this report. It has also been incorporated through the testing of options against sustainability objectives (which were prepared taking account of the environmental protection objectives in other relevant plans and programmes and other environmental considerations).

²⁶ A Practical Guide to the Strategic Environmental Assessment Directive, ODPM, 2005 – based on Figure 1.

SEA Requirement	Where covered in this Report
f) The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors. (Footnote: These effects should include secondary, cumulative, synergistic, short, medium and long-term, permanent and temporary, positive and negative effects);	An assessment of the likely significant effects is undertaken as part of the consideration of alternative options. There is consideration of the effects of the Plan as a whole in Chapter 15.
g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme;	Mitigation measures have been considered as part of the appraisal of alternative options as well as in conjunction with the discussion of the effects of the Plan, including in Chapter 15. A summary of some of the mitigation measures is identified in Chapter 15.
h) An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;	The consideration of alternative options has been presented in Chapters 8 to 15. A summary of the key difficulties experienced during the specific stages of the sustainability appraisal process has been provided in Table 5. Additional information is provided in Chapter 2.
i) a description of measures envisaged concerning monitoring in accordance with Article 10;	Chapter 16 of this report identifies the monitoring measures that are proposed, there is also consideration of monitoring as part of the sustainability appraisal framework within the SA Scoping Report.
j) a non-technical summary of the information provided under the above headings;	A non-technical summary is provided for this report (produced separately from the main report) and there is a non-technical summary for the Scoping Report (June 2011).
The report shall include the information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, its stage in the decision-making process and the extent to which certain matters are more appropriately assessed at different	Information is included through the Scoping Report and this report (particularly Chapters 5 and 8 to 15) in relation to the information required. This includes drawing on evidence base studies on specific matters. The report has tried to ensure an appropriate level of

SEA Requirement	Where covered in this Report
levels in that process to avoid duplication of the assessment (Art. 5.2).	detail of information is used, recognising that more detailed information is likely to be required to support the determination of planning applications (which may be supported by environmental statements).
<p>Consultation:</p> <ul style="list-style-type: none"> - Authorities with environmental responsibility shall be consulted when deciding on the scope and level of detail of the information to be included in the environmental report (Art. 5.4). 	Consultation on the SA Scoping Report included the statutory environmental bodies in England, namely English Heritage, Natural England and the Environment Agency (see Chapter 2 of the SA Scoping Report).
<ul style="list-style-type: none"> - Authorities with environmental responsibility and the public shall be given an early and effective opportunity within the appropriate time frames to express their opinion on the draft plan or programme and the accompanying environmental report before the adoption of the plan or programme (Art, 6.1, 6.2) 	The statutory environmental bodies and the public were consulted on the Sustainability Appraisal Report that supported the draft Core Strategy and Designation documents (6 th January to 17 th February 2012) and the Sustainability Appraisal Report that supported the Revised Local Plan (Regulation 18) (8 th March to 26 th April 2013). This report is also subject to consultation (including statutory environmental consultees and the public), with more information provided in Chapter 2.
<ul style="list-style-type: none"> - Other EU Member States, where the implementation of the plan or programme is likely to have significant effects on the environment of that country (Art.7). 	Not applicable in this case.
The environmental report and the results of the consultations are taken into account in decision-making (Art. 8).	The Environmental Report has been used to inform the production of the Plan, including the identification of appropriate mitigation measures. This document is subject to consultation alongside the Local Plan and the representations received will be taken into account. Appendix 2 to this report summarises the representations received from the previous consultation and the responses.
<p>Provision of information on the decision:</p> <p>When the plan or programme is adopted, the public and any other countries consulted shall be informed and the following made</p>	<i>To be undertaken following the conclusion of the Examination in Public.</i>

SEA Requirement	Where covered in this Report
<p>available to those so informed:</p> <ul style="list-style-type: none"> - The plan or programme as adopted - A statement summarising how environmental considerations have been integrated into the plan or programme and how the environmental report pursuant to Article 5, the opinions expressed pursuant to Article 6 and the results of consultations entered into pursuant to Article 7 have been taken into account in accordance with Article 8, and the reasons for choosing the plan or programme as adopted, in the light of the other reasonable alternatives dealt with; and - The measures decided concerning monitoring (Art 9 and 10). 	
<p>Monitoring of the significant environmental effects of the plan's or programme's implementation (Art. 10).</p>	<p><i>To be undertaken following adoption of the Local Plan DPD. Chapter 16 of this report provides details about the anticipated monitoring arrangements.</i></p>
<p>Quality assurance: environmental reports should be of sufficient standard to meet the requirements of the SEA Directive (Art.12)</p>	<p>This is provided through this table and throughout the report. It is considered that this report, when read in conjunction with the SA Scoping Report (2011), meets the requirements of the SEA Directive.</p>

Table 5: Commentary on the production of this Sustainability Appraisal Report

(Note that Stage A has been presented separately in the Scoping Report)

SA Stage/task	Who was involved?	When was the work undertaken?	Difficulties/issues encountered
Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope			
Task A1: Identifying other relevant plans, programmes and objectives	Planning Policy Team with assistance from other Council Services	January to February 2011	Difficulties encountered including ensuring that the all the most relevant (and up to date) plans, policies and programmes were included and accessing them via the Internet. Similarly, accessing the most up to date data sources was a challenge, particularly in relation to the scale of the document and the issues under consideration. There were difficulties in establishing likely future trends, particularly where there are a number of factors which may have synergistic relationships. In terms of developing objectives, there was a need to balance covering all the issues whilst maintaining a manageable number of objectives.
Task A2: Collecting baseline information	Planning Policy Team with assistance from other Council Services	January to February 2011	
Task A3: Identifying sustainability problems / issues	Planning Policy Team with assistance from other Council Services.	January to February 2011	
Task A4: Developing SA / SEA objectives (and the SA Framework)	Planning Policy Team	January to February 2011	
Task A5: Consultation on the scope of the Sustainability Appraisal	Planning Policy Team; the three statutory environmental consultation bodies ²⁷ plus the other organisations identified in Appendix 1 of the Scoping Report.	February to March 2011	
Stage B: Develop and refine alternatives, and assess effects			
B1: Test the plan objectives against the sustainability objectives	Planning Policy Team (with input from other teams within the Council and other organisations for specific aspects).	May to October 2011 for Regulation 25 consultation work; with additional work undertaken	It was challenging to identify the specific effects (including their significance) of options considered and the Plan, in conjunction with other plans, policies and programmes, particularly where there are
B2: Developing strategic alternatives			

²⁷ Natural England, Environment Agency and English Heritage are the statutory environmental consultees.

SA Stage/task	Who was involved?	When was the work undertaken?	Difficulties/issues encountered
B3: Predict the effects of the draft plan		from June to December 2012 (for Reg 18 stage). Further work undertaken from June to November 2013 as part of this report.	many factors that influence the evolution of the environment (including proposals coming forward over the plan period). In some cases, indicators that enable the monitoring of significant effects are not available; therefore other ways of looking at effects may be required.
B4: Evaluate the effects of the draft plan			
B5: Consider ways of mitigating adverse effects			
B6: Proposing measures to monitor the effects of the plan			
Stage C: Preparing the Sustainability Appraisal Report			
C1: Preparing the Sustainability Appraisal Report	Planning Policy Team	May – October 2011 for Regulation 25 work; with additional work undertaken from June to December 2012 for the Regulation 18 work and from June to November 2013 for the Regulation 19 report.	Balancing the provision of an appropriate level of detail (with appropriate links to the Revised Local Plan) to meet the legal requirements whilst avoiding the document being overly long.
Stage D: Consult on the draft plan and the Sustainability Appraisal Report			
D1: Consult on the draft plan and the Sustainability Appraisal Report	<i>This stage is currently underway for the draft version of the Revised Local Plan DPD. Consultation has previously taken place on the draft Core Strategy DPD and Designations DPD and their associated Sustainability Appraisals, as well as the Regulation 18 version of the Revised Local Plan and its associated Sustainability Appraisal, with the comments received being considered in the preparation of this report.</i>		
D2: Assess significant changes	<i>This stage is carried out following the examination of the plan, whereby any necessary changes to the Sustainability Appraisal (including Environmental Report) are made based on the recommendations of the Inspector.</i>		
D3: Make decisions and	<i>This stage will be completed following the receipt of the recommendations of the Inspector</i>		

SA Stage/task	Who was involved?	When was the work undertaken?	Difficulties/issues encountered
provide information	<i>following the examination into the soundness of the plan.</i>		
Stage E: Monitor the significant effects of implementation of the plan			
E1: Develop the monitoring arrangements	<i>These stages will be completed once the plan has been formally adopted, but consideration of monitoring arrangements has been a continuing activity in the development of the Revised Local Plan and associated Sustainability Appraisal – for more information see Chapter 16. One of the key issues associated with monitoring is identifying appropriate (and available) indicators / measures to monitor the potential significant effects identified and other potential effects on the environment. In some cases other proxies have had to be identified.</i>		

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Consultation on the Sustainability Appraisal Report

- 2.20 Public and stakeholder participation is an important element of the plan making and sustainability appraisal / strategic environmental assessment process.
- 2.21 Consultation helps to ensure that the Sustainability Appraisal Report will be robust and have due regard to the appropriate information that will support the plan in its contribution to sustainable development. This includes consideration of whether all reasonable alternatives have been identified and all likely significant effects have been covered.
- 2.22 The SEA Regulations set out the statutory environmental consultation bodies that have to be consulted are English Heritage, the Environment Agency, and Natural England. Guidance recommends that consultation is undertaken more widely.
- 2.23 Consultation was undertaken in relation to the preparation of the Sustainability Appraisal Scoping Report (for more information, see Chapter 2 of the Scoping Report). Consultation has also taken place in relation to Sustainability Appraisal Reports that were prepared alongside the Regulation 25 consultation documents for the Core Strategy DPD and Designations DPDs and for the Regulation 18 version of the Revised Local Plan DPD. The comments received through these consultations have fed into the preparation of this report (see Appendix 2 for a summary of the comments made for the Revised Local Plan Regulation 18 document).
- 2.24 As noted within the 'Commenting on this Document' section, this Sustainability Appraisal Report has been published for consultation for a period of six weeks alongside the Revised Local Plan DPD, from 24th January to 4.30pm on 7th March 2014. Comments on the information contained within this report, or its relationship with the Local Plan, will be taken into consideration

3 Summary of Previous Sustainability Appraisal Work

- 3.1 As has been referred to within earlier chapters, this appraisal follows on from previous sustainability appraisal / strategic environmental assessment work undertaken for the Revised Local Plan (Regulation 18) and the Core Strategy and Designations DPDs (Regulation 25) consultation documents.
- 3.2 The previous Sustainability Appraisal Reports cover the same stages and tasks of the appraisal process as this report covers for the Revised Local Plan (as outlined in Chapter 2). This previous work (and comments made as part of the previous consultation, as summarised in Appendix 2) have helped inform the production of this report. Where similar options have been assessed as part of this report, the appraisal of options against the objectives has been reviewed, including taking account of updated sources of information and evidence base studies.
- 3.3 The Revised Local Plan (Regulation 19) objectives are largely the same as those previously identified for the Regulation 18 consultation document. The sustainability appraisal process previously identified that some of the plan objectives were not directly compatible with all of the sustainability objectives. This tended to relate to objectives promoting development being considered relative to others that seek to conserve the environment; this is not an insurmountable issue if all the objectives are considered together. The compatibility of the plan and sustainability objectives has been reviewed in Chapter 6 of this report.
- 3.4 The previous Sustainability Appraisal Report (for the Regulation 18 Revised Local Plan consultation document) appraised the scale of development required across the Borough and the sites to provide for this over the plan period. This included consideration of residential, economic, retail, leisure and park and ride uses. This report considers the same uses, taking a similar approach to the appraisal of alternative options (see Chapters 8 to 14). More detail is provided within the relevant chapters within this report where there are differences in the options considered relative to the previous assessment supporting the Sustainability Appraisal.
- 3.5 Table 6 summarises the alternative options that were considered as part of the Sustainability Appraisal Report for the Regulation 18 Revised Local Plan, including which options were preferred by the Council (and thus included within the draft plan). More information can be found within the Sustainability Appraisal Report for the Revised Local Plan (Regulation 18) (dated December 2012), which is available via the Council's website. Each of these topics has been reviewed as part of this report.

Table 6: Options for Scale and Location of Development considered as part of the Sustainability Appraisal for the Revised Local Plan Regulation 18 document

Options Considered and Appraised	Preferred Options
<p><i>Scale of Residential Development</i></p> <p>The following options were considered for the Borough requirement over the plan period:</p> <ul style="list-style-type: none"> • 5,220 dwellings (based on short term past migration trends) • 6,624 dwellings (based on updated demographic trends) • 6,858 dwellings (based on long term past migration trends) • 8,838 dwellings (based on past delivery trends) • 9,396 dwellings (based on demographic trends) • 10,026 dwellings (based on restrained economic growth scenario) • 12,060 dwellings (based on housing need, top of the range) • 12,708 dwellings (based on the Long Term Economic Strategy, 2007) • 13,122 dwellings (based on the Long Term Economic Strategy Update, 2012) • 17,100 dwellings (based on delivering the housing need, bottom of the range) • 30,150 dwellings (based on delivering the housing need, top of the range) 	<p>The SA Report set out a broad conclusion that the higher the housing figure the more favourably the option performed in relation to social and economic objectives and the less favourably the option performed in relation to environmental objectives. The option of 557 dwellings per annum was included within the Plan on the basis of seeking to balance these considerations.</p>
<p><i>Strategic Sites for Residential Development – Northern Test Valley:</i></p> <p>Consideration given to broad areas of search based around Andover, Stockbridge and the edge of Ludgershall (based on top 2 tiers of settlement hierarchy). This was followed by consideration of SHLAA sites promoted for 50+ dwellings within the broad areas of search. This comprised 24 sites in total.</p>	<p>Options for residential development at Picket Piece (based on 3 SHLAA sites) and George Yard / Black Swan Yard in Andover were identified in the Plan. The latter is linked to a mixed use proposal.</p>
<p><i>Strategic Sites for Residential Development – Southern Test Valley:</i></p> <p>Consideration given to broad areas of search based around the edge of Southampton (including Nursling and Rownhams, and Chilworth), Romsey, North Baddesley and Valley Park (based on top 2 tiers of settlement hierarchy). This was followed by consideration of SHLAA sites promoted for 50+ dwellings within the broad areas of search. This comprised 32 sites in total.</p>	<p>Options for residential development at Whitenap in Romsey, Hoe Lane in North Baddesley and Park Farm in North Stoneham were identified within the Plan. The land at Whitenap (Romsey) also included an economic development allocation (see below).</p>

Options Considered and Appraised	Preferred Options
<p><i>Strategic Sites for Economic Development – Southern Test Valley</i></p> <p>Consideration given to sites to contribute to the need for land for economic development uses as set out below:</p> <ul style="list-style-type: none"> • East extension of Abbey Park, Romsey • Part of a mixed use at Whitenap, Romsey • Extension of the University of Southampton Science Park, Chilworth • Land at Bargain Farm, Nursling • Land south of Brownhill Way, Nursling 	<p>Multiple sites were required in order to meet the floorspace requirement for Southern Test Valley. As such, land at Whitenap, an extension to the University of Southampton Science Park, land at Bargain Farm and land south of Brownhill Way were identified within the Plan.</p>
<p><i>Park and Ride Facility, Nursling</i></p> <p>Two options were considered for this use:</p> <ul style="list-style-type: none"> • Land at Bargain Farm • Land south of Brownhill Way 	<p>The option included within the Plan was land at Bargain Farm. This took account of consideration of these sites for economic development purposes.</p>

- 3.6 The Sustainability Appraisal Report for the Revised Local Plan (Regulation 18) also considered options for strategic and development management policies. In many cases it was identified that when accounting for national guidance and the availability of distinct options (in terms of appraisal against the sustainability objectives), there were no alternative options to assess. This report has undertaken an assessment of each policy area against the objectives contained within the sustainability appraisal framework (which is duplicated in Appendix 3).
- 3.7 The previous Sustainability Appraisal Report reviewed the implications of the Plan in relation to the sustainability objectives and the baseline (and likely evolution of the baseline) position. In addition a monitoring framework was set out. This report undertakes both of these steps in line with the requirements for strategic environmental assessments (see chapters 15 and 16).
- 3.8 As part of the consideration of effects of options, mitigation measures were identified for the inclusion within the Plan. These recommendations have been reviewed as part of the preparation of this report.
- 3.9 Table 7 documents some of the key mitigation measures that were identified through the previous Sustainability Appraisal Report (for the Revised Local Plan Regulation 18 document) and how they were taken into account.

Table 7: Mitigation Measures incorporated into the Revised Local Plan (Regulation 18 document)

Mitigation Measure	How has the proposed mitigation measure[s] been taken into account? ²⁸
General Matters	
Promote access to sustainable modes of travel (including pedestrian and cycle links), including through site selection process	<ul style="list-style-type: none"> • Policy T1 on managing movements seeks to ensure development is connected with pedestrian, cycle and public transport links to key destinations and networks • Policies allocating residential development seek the provision of pedestrian and cycle links (COM3 to COM6)
Seek to deliver affordable housing to help meet housing needs across the Borough (including in conjunction with market housing and providing a framework for rural affordable housing exception schemes)	<ul style="list-style-type: none"> • Policy COM7 provides a framework for seeking affordable housing using a stepped approach in terms of the number of dwellings proposed and the proportion of affordable housing sought • Policy COM8 sets the approach to rural affordable housing schemes
Seek to ensure that sufficient infrastructure is provided to support additional development	<ul style="list-style-type: none"> • Policy COM15 sets out that appropriate investment in infrastructure needs to be secured • Policy LHW1 seeks the provision of additional public open space in conjunction with new development • Policy COM14 seeks to retain community facilities and services
Seek a higher level of water efficiency from new development	<ul style="list-style-type: none"> • Policy E7 includes a requirement to achieve certain requirements for water efficiency based on the Code for Sustainable Homes and BREEAM in relation to new development
Seek to avoid development in areas at risk of flooding and reduce the risk of surface water flooding associated with new development	<ul style="list-style-type: none"> • Recognised that substantial guidance on this topic is provided within the National Planning Policy Framework and associated guidance, with requirements in relation to sustainable drainage systems established through legislation (yet to be enacted) – reference to these requirements is provided in paragraphs 7.50 and 7.51.
Include provisions to conserve landscape character and quality, and settlement character (including distinction between settlements), including through site selection process	<ul style="list-style-type: none"> • Policies E1 to E4 relate to settlement character and the landscape character to ensure new development integrates into the surrounding area, whilst retaining the individual identity of settlements through the use of local gaps.

²⁸ References within this column relate to the Revised Local Plan Regulation 18 document.

Mitigation Measure	How has the proposed mitigation measure[s] been taken into account? ²⁸
Include provisions to conserve and enhance biodiversity, including through site selection process	<ul style="list-style-type: none"> • Policy E5 provides a framework for seeking to conserve and enhance biodiversity, identifying key assets that should be taken into account
Including provisions to conserve and enhance the historic environment	<ul style="list-style-type: none"> • Policy E9 provides a framework for seeking to conserve and enhance heritage assets including their setting
Seek to ensure that development in the area served by Fullerton WWTW is phased to take account of available capacity	<ul style="list-style-type: none"> • Paragraph 7.47 highlights the need for development to be phased, this can be considered in conjunction with the requirements of policies E7 and COM15
Area / Site Specific Matters	
<p>George Yard / Black Swan Yard, Andover:</p> <ul style="list-style-type: none"> • Ensure that development is sensitive to the historic environment • Ensure there is appropriate provision for town centre parking 	<ul style="list-style-type: none"> • Paragraph 6.63 identifies the need to respect the conservation area and the relationship with other heritage assets, while policy E9 provides the framework for considering heritage assets • Policy T2 establishes parking standards that would be required to support the development
<p>Picket Piece, Andover:</p> <ul style="list-style-type: none"> • Avoid vulnerable development within the area identified as flood risk zone 2 	<ul style="list-style-type: none"> • Paragraph 5.75 identifies that vulnerable development should be located outside the flood risk zone in relation to the new neighbourhood at Picket Piece
<p>Whitenap, Romsey:</p> <ul style="list-style-type: none"> • Ensure that areas of biodiversity value are retained, including Beggarspath Wood • Ensure development is planned so as to be sensitive to the historic environment (including the setting of assets) 	<ul style="list-style-type: none"> • Policy COM3 seeks to retain and enhance Beggarspath Wood, with policy E5 providing a framework in relation to biodiversity • Policy E9 provides the framework in relation to the historic environment
<p>Hoe Lane, North Baddesley:</p> <ul style="list-style-type: none"> • Ensure that the existing public open space (Mountbatten Park) and linked community facilities are retained 	<ul style="list-style-type: none"> • Map B associated with this proposal identifies the extent of development, which does not include Mountbatten Park and the Scout Hut within it • Policy LHW1 seeks to retain existing open spaces provisions and policy COM14 seeks to retain community facilities
<p>Park Farm, North Stoneham:</p> <ul style="list-style-type: none"> • Site should be considered in conjunction with proposed residential development to the north • Conserve and enhance heritage and biodiversity assets on site 	<ul style="list-style-type: none"> • Paragraph 5.65 highlights the need for the proposal to come forward in conjunction with development within Eastleigh Borough • Paragraph 5.66 refers to the listed building on site, with policies E5 and E9 providing the framework for consideration of biodiversity and heritage respectively

Mitigation Measure	How has the proposed mitigation measure[s] been taken into account? ²⁸
Bargain Farm, Nursling: <ul style="list-style-type: none"> • Ensure development is planned so as to be sensitive to the historic environment 	<ul style="list-style-type: none"> • Policy LE5 highlights the need to respect the setting of Bargain Farm, with paragraph 6.25 also referring to the setting of the listed building. Policy E9 would also be relevant in considering heritage matters.

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4 Setting the Context for the Appraisal

What the SEA Directive says (Stage A):

The Environmental Report should provide information on [inter alia]:

- the “relationship [of the plan or programme] with other relevant plans and programmes” (Annex I(a))
- “the environmental protection objectives, established at international, [European] Community or Member State [national] level, which are relevant to the plan or programme and the way those objectives and any environmental considerations have been taken into account during its preparation” (Annex I (e))
- “relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme” and “the environmental characteristics of the areas likely to be significantly affected” (Annex I (b), (c))
- “any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC” (Annex I (d))
- “...the authorities... which, by reason of their specific environmental responsibilities, are likely to be concerned by the environmental effects of implementing plans and programmes ... shall be consulted when deciding on the scope and level of detail of the information which must be included in the environmental report” (Article 5.4 and 6.3).

Introduction

- 4.1 This section provides a summary of the main stages of the Scoping Report, published in June 2011²⁹, with updates provided as appropriate. This document covers the Stage A tasks identified within the government guidance (see Table 2). A brief introduction is given to the work carried out in relation to Tasks A1 to A5 – for full details see the Scoping Report, available on the Council’s website (this Sustainability Appraisal Report should be read in conjunction with the Scoping Report).

Task A1: Identifying other relevant plans, programmes and objectives

- 4.2 Appendix 2 of the Scoping Report identifies a number of policies, plans and programmes relevant to the production of the Local Plan DPD. These range from international to local level publications. This list has been updated within Appendix 1, to include relevant plans and programmes published since the Scoping Report, and in particular the NPPF.

²⁹ Sustainability Appraisal Scoping Report, Test Valley Borough Council, 2011 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/sustainability-appraisal/>).

- 4.3 A summary of the key points from these documents has been provided in Table 8 – this is adapted from the similar table in the Scoping Report, to reflect more recent changes.

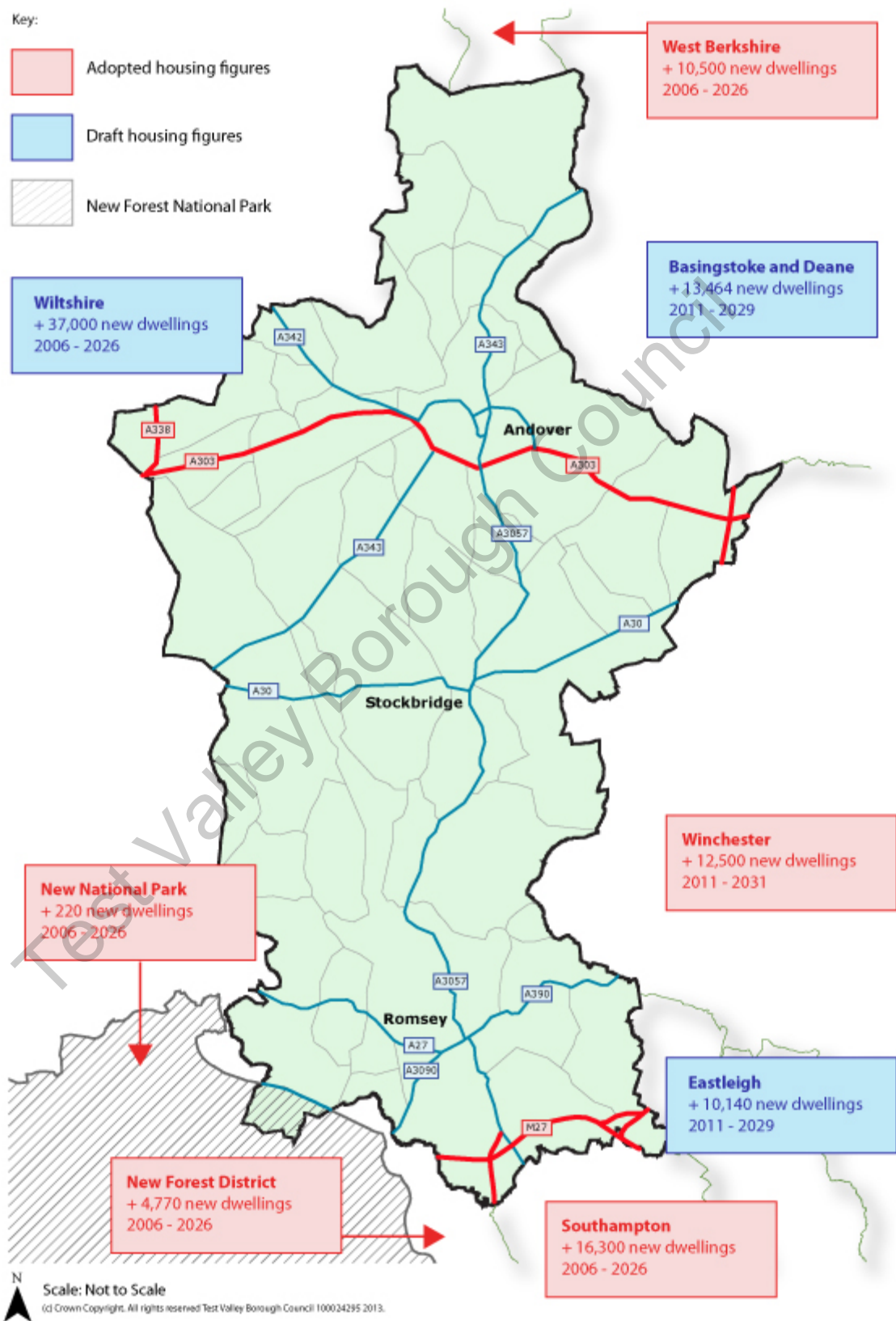
Table 8: Summary of Key Policies, Plans and Programmes

	Key Points / Messages	Key Sources
Environment	<ul style="list-style-type: none"> - Planning should deliver sustainable development - Need to conserve water resources and to attain certain quality standards for water bodies (including Water Framework Directive requirements); need to follow the flood risk hierarchy (e.g. avoiding risk first) - Air quality has links to health and the environment, there are national objectives to improve air quality - Avoid the risk of pollution of soils, to include ensuring appropriate measures / mitigation is in place to avoid contamination of soils - Account for the quality of soils to avoid degradation of resources - Legal obligations in relation the purpose of the National Park and Area of Outstanding Natural Beauty; need to have regard to the local landscape character type - Legal obligations to protect certain heritage assets (e.g. listed buildings) but important to protect and enhance all designated and non-designated heritage assets, and their setting - Legal obligations to protect certain designated species and habitats, and to have regard to the purpose of conservation of biological diversity; should aim for no net loss of biodiversity and seek opportunities for enhancement - The prudent use of natural resources (including reducing waste production and increasing reuse and recycling) should be promoted - Need to reduce greenhouse gas emissions to meet legal obligations - The climate is forecast to get warmer and wetter in winters, warmer and drier in summers, with the risk of increased extreme weather event 	<p>National Planning Policy Framework; The Natural Choice: Securing the Value of Nature; River Basin Management Plan; Water Resource Management Plans; Abstraction Licensing Strategies; Catchment Flood Management Plan; Air Quality Strategy; Air Quality Progress Report; Safeguarding our Soils Strategy; Contaminated Land Inspection Strategy; Minerals and Waste LDF; New Forest National Park Management Plan; North Wessex Downs AONB Management Plan; Village and Town Design Statements; Heritage at Risk Register; Conservation Area Character Appraisals; Hampshire Historic Environment Record; Listed Building descriptions; Biodiversity Strategy for England; Biodiversity Action Plans (including national, county and local documents); Waste Strategy for England; UK Renewable Energy Strategy; Climate Change Act; Climate Change UK Programme; Low Carbon Transition Plan, National Adaptation Action Plan.</p>
Local Communities	<ul style="list-style-type: none"> - Should plan for the housing needs for the area, including considering the need for affordable housing - Need to use land efficiently and make best use of existing housing stock - Seek to raise the quality of life and reduce social exclusion 	<p>National Planning Policy Framework; Housing Strategy for England; Housing Strategy; Community Plan; Parish Plans.</p>

	Key Points / Messages	Key Sources
Local Economy	<ul style="list-style-type: none"> - There is a need to support sustainable economic growth, this will include ensuring there is sufficient space available for employment - There is a need to support town centres - Regeneration opportunities should be supported 	National Planning Policy Framework; PUSH Economic Development Strategy; LEP Strategies for Growth; Long Term Economic Strategy for Test Valley.
Education and Lifelong Learning	<ul style="list-style-type: none"> - Education system needs to support lifelong learning, recognising the implications on the economy - There should be equality in the access to education and skills development - The planning system needs to make appropriate provision for schools and other educational infrastructure 	Further Education: Raising Skills, Improving Life Chances; School Places Plan.
Community Safety	<ul style="list-style-type: none"> - The planning system can support the delivery of crime prevention and community safety - A holistic approach needs to be taken to crime prevention 	Safer Places: The Planning System and Crime Prevention; Community Safety Strategy.
Health and Wellbeing	<ul style="list-style-type: none"> - Needs to be a holistic approach to promoting healthy lifestyles - Support communities for active ageing - Need to improve access to healthcare - Aim to support the promotion and improvement in physical, mental and social health and wellbeing 	Healthy Lives, Healthy People: Strategy for Public Health; National Planning Policy Framework; Hampshire Clinical Commissioning Group Strategic Plan.
Leisure and Culture	<ul style="list-style-type: none"> - There is a need to make provision for a range of open spaces and sports facilities to meet the needs of the local community - Access to natural green space should be promoted - There is a need for increased connectivity of the rights of way network 	National Planning Policy Framework; Countryside Access Plans; Hampshire's Cultural Strategy; PUSH Green Infrastructure Strategy; Green Spaces Strategy; Children's Play Strategy.
Transport	<ul style="list-style-type: none"> - Should aim to increase accessibility, reduce the need to travel and support more sustainable modes of travel – through doing this there may be health benefits and improvements in air quality - Promote a safer transport network - Seek to ease congestion through promoting non-car modes of travel and car sharing. 	Creating Growth, Cutting Carbon: Making Sustainable Local Transport Happen; National Planning Policy Framework; Local Transport Plan; Access Plans.

- 4.4 This stage of the process enables the identification of likely changes within the area which may need to be taken into consideration when reviewing the potential for significant effects of the proposed plan. This includes consideration of the proposals of other local planning authorities, housing, employment and transport proposals for example. Figure 2 provides a summary of the number of additional dwellings proposed in neighbouring authorities at the time this report has been prepared.

Figure 2: Approved and Draft Housing Figures for Neighbouring Authorities based on Local Development Frameworks



Task A2: Collecting baseline information

- 4.5 Chapters 4 to 12 of the Scoping Report provide baseline data. This has been used to inform the identification of the sustainability objectives. It provides an evidence base to support the appraisal (and development of) the Revised Local Plan. It also acts as a base from which subsequent monitoring can be compared. This is based on a number of topics, including the issues highlighted in the SEA Directive.
- 4.6 A profile of the Borough has been provided within Chapter 5 of this report which summarises the baseline information (with updates where appropriate) – for full details please see the Scoping Report.

Task A3: Identify sustainability issues / problems

- 4.7 This draws on the findings of both Stages A1 and A2 to enable the identification of the key sustainability issues. It was also possible to draw on the outcomes of the Key Issues consultation undertaken in late 2010. Sustainability issues were identified in Chapters 5 to 12 and summarised in Chapter 13 of the Scoping Report.
- 4.8 A summary of the key sustainability issues is provided in Table 9. For further details, please see the Scoping Report.

Table 9: Sustainability Issues for Test Valley

Key Sustainability Issues
Environment
<ul style="list-style-type: none"> - There is restricted water available for further abstraction licensing at moderate and low flows within the Test catchment - Not all of the water bodies within the Borough are performing well in relation to the requirements of the Water Framework Directive, therefore there is a need for an improvement in their condition to achieve good status and in relation to all water bodies a need to ensure no deterioration - There may be limitations on the capacity of a number of waste water treatment works serving the Borough in the short term at least, phasing of development would be important to enable time to plan and fund infrastructure improvements - There are a number of sources of flooding affecting the Borough, the area affected by flood risk is predicted to increase in the future - In the event of flooding in Romsey, the cost of damages is predicted to be relatively high - The main source of air pollution is road transport; local monitoring has identified a mixed trends in air pollution across the Borough - There are limited opportunities within the Borough for development on previously developed land, therefore it is envisaged that further greenfield development will be required - Some biodiversity assets (including SSSIs) are in unfavourable condition – these do not relate to areas within the Borough that are also designated as SACs or SPAs - Ensuring the connectivity of habitats within the Borough and the conservation (and ideally enhancement) of biodiversity assets (not just those protected by legislation) - Managing changes to the landscape accounting for the likely forces of change identified in the Landscape Character Assessment, particularly in relation to the

<p>designated landscapes</p> <ul style="list-style-type: none"> - There is a need to conserve and enhance heritage assets within the Borough (including non-designated assets) and their setting - The per capita domestic electricity consumption and carbon dioxide emissions are relatively high
<p>Local Community</p> <ul style="list-style-type: none"> - The affordability of housing and the supply of affordable housing relative to demand is a problem in the Borough both for urban and rural areas - Relatively high ratio of house price to wages in the Borough is a significant problem - Ensuring new homes are built to a decent standard and constructed sustainably - The proportion of the population over 65 years old is predicted to increase in the future - The number of households is expected to grow at a faster rate than the population - There are pockets of deprivation within the Borough
<p>Local Economy</p> <ul style="list-style-type: none"> - There are pockets of employment deprivation within Andover and Romsey - The productivity GVA per person employed was below the regional average - There is a need to rejuvenate Walworth Business Park and to reduce vacancy rates
<p>Education and Lifelong Learning</p> <ul style="list-style-type: none"> - There is significant variation in the educational attainment within the Borough – in relation to the population with no qualifications the highest levels in Borough are in Andover, Romsey and North Baddesley - There are pockets of deprivation in terms of education, skills and training within the Borough, including in Andover
<p>Community Safety</p> <ul style="list-style-type: none"> - In terms of crime measured in the Index of Multiple Deprivation, areas within Andover, as well as parts of Chilworth, Nursling and Rownhams, and North Baddesley perform less well
<p>Health and Wellbeing</p> <ul style="list-style-type: none"> - Variability in life expectancy within the Borough, with lower life expectancy generally being found in the more urban areas - Need to address relatively high levels of health deprivation in parts of Andover
<p>Leisure and Culture</p> <ul style="list-style-type: none"> - Access to leisure and cultural facilities, as well as to natural green space is variable across the Borough
<p>Transport</p> <ul style="list-style-type: none"> - Access to key destinations is variable across the Borough, with levels of accessibility being substantially reduced outside Andover and Southern Test Valley - There is high car ownership within the Borough - Most trips to work are done by car - Access to public transport services is variable within the Borough

Task A4: Developing the SA/SEA objectives (and the Sustainability Appraisal Framework)

- 4.9 Chapter 14 of the Scoping Report provides the sustainability appraisal framework (duplicated in Appendix 3 to this report for information), identifying the sustainability objectives as well as associated indicative tests, targets and indicators. These were produced drawing on the outcomes of the previous

tasks. It is considered that these remain appropriate in light of more recent information for tasks A1 to A3 (as summarised above).

4.10 The sustainability objectives developed have been used to test objectives and policies of the Revised Local Plan DPD within this report. The sustainability objectives are:

- Objective 1: Avoid and reduce the risk of flooding and the resulting detrimental effects to public wellbeing, the economy and environment.
- Objective 2: Support the mitigation against and adaptation to climate change. Promote energy efficiency and renewable energy sources.
- Objective 3: Improve the efficient use of land and conserve soil resources.
- Objective 4: Promote the efficient and sustainable use of resources, whilst ensuring the sustainable management of waste.
- Objective 5: Protect and enhance the water environment and ensure the sustainable management of water resources.
- Objective 6: Conserve and enhance the Borough's biodiversity.
- Objective 7: Reduce air pollution and ensure air quality is maintained or enhanced.
- Objective 8: Conserve and enhance the Borough's landscape and settlement character.
- Objective 9: Conserve and enhance the historic environment.
- Objective 10: Ensure that everyone has the opportunity to live in a decent, sustainably constructed and affordable home suitable to their needs.
- Objective 11: Reduce poverty and social exclusion, whilst maintaining and seeking to improve the health and wellbeing of the population, particularly in areas of deprivation within the Borough. Reduce crime and the fear of crime.
- Objective 12: Ensure the local economy is thriving with high and stable levels of growth. Raise levels of enterprise and productivity promoting a diverse economy (including tourism) with high value and low impact, whilst stimulating economic regeneration.
- Objective 13: Enable residents and visitors to have access to and enjoy a wide range of high quality cultural and leisure activities.
- Objective 14: Improve access to all services and facilities, whilst improving the efficiency and integration of transport networks and the availability of sustainable modes of transport.
- Objective 15: Raise educational achievement levels and develop the opportunities for everyone to acquire the skills they need throughout life, supporting the development of a skilled workforce.

4.11 The relationship between the sustainability objectives and the SEA topics is set out within Table 10. This also sets out where the relevant information linked to the SEA topics is provided within this report. The sustainability objectives presented in bold are objectives considered particularly relevant to the SEA topic.

Table 10: Location of the Environmental Information in this Report
(First two columns of this table taken from Table 36 of the SA Scoping Report)

SEA Directive Issue	Test Valley Sustainability Objectives ³⁰	Where this information is found in this report
Biodiversity	1, 2, 3, 5, 6, 8	The SA objectives have been used to test the Plan objectives (Chapter 6) and the options and alternatives considered and their effects (Chapters 8 to 14). For the process of identifying strategic residential sites for development, a set of criteria based on the sustainability objectives was utilised (see Chapter 9 and Appendices 7, 9 and 10).
Population	1, 2, 10, 11, 12, 13, 14, 15	
Human Health	1, 2, 5, 7, 10, 11, 14	
Fauna	1, 2, 3, 5, 6, 8	
Flora	1, 2, 3, 5, 6, 8	
Soil	1, 2, 3, 4, 5, 6, 8	
Water	1, 2, 4, 5, 6	
Air	2, 4, 6, 7, 14	
Climatic Factors	2, 4, 6, 7, 14	
Material Assets	1, 2, 3, 4, 5, 6, 8, 9, 10, 12, 14	
Cultural Heritage	1, 2, 8, 9, 13	
Landscape	1, 2, 3, 4, 6, 8, 9, 13	

- 4.12 There is a reasonable degree of overlap between the sustainability objectives, as set out above, and the core planning principles set out within the National Planning Policy Framework (paragraph 17), including to supporting sustainable economic growth, having regard to local character, climate change, conserving and enhancing the natural environment, the use of resources and supporting sustainable modes of travel. Similarly, there is overlap between the sustainability objectives and the wider content of the NPPF³¹ – this is summarised in Appendix 4.

Task A5: Consulting on the scope of the Sustainability Appraisal

- 4.13 The Scoping Report was the subject of consultation (18th February to 25th March 2011) in line with the statutory requirements. The comments received were taken into account in developing the final version of the document, approved in June 2011. Chapter 2 and Appendix 1 of the Scoping Report contain more information³².

³⁰ Taken from the Sustainability Appraisal Scoping Report, Test Valley Borough Council, 2011.

³¹ Note that paragraph 6 of the NPPF establishes that paragraphs 18 to 219 of the NPPF constitute the Government's view of sustainable development regarding the planning system in England.

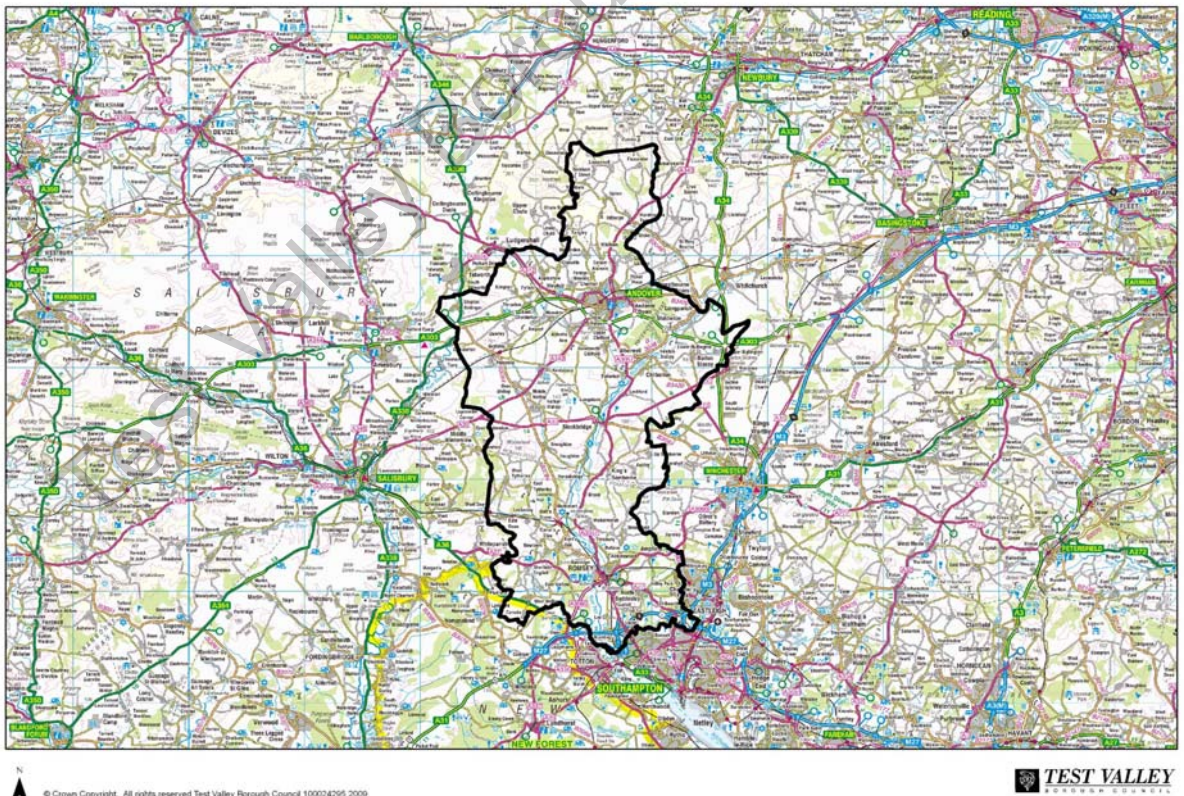
³² See <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/sustainability-appraisal>.

5 Profile of Test Valley

Introduction

- 5.1 This profile provides a summary of the baseline information for the Borough, for further details please see the Scoping Report³³. Where appropriate, data has been updated from the figures provided within the Scoping Report.
- 5.2 The Borough of Test Valley is situated in west Hampshire. The two main towns within the Borough are Andover, towards the north, and Romsey, towards the south. Stockbridge is located centrally in the Borough. Valley Park and Nursling and Rownhams are urban areas on the edge of Eastleigh and Southampton respectively. North Baddesley is a large village close to Romsey. Elsewhere across the Borough there are a large number of small villages and hamlets. Details of the distribution of population with the Borough are provided later within this section.
- 5.3 Test Valley is close to a number of towns and cities, including Southampton to the south; Basingstoke to the north east; Eastleigh, Chandler's Ford and Winchester to the east and Salisbury to the west. Figure 3 sets out the location of the Borough relative to surrounding settlements.

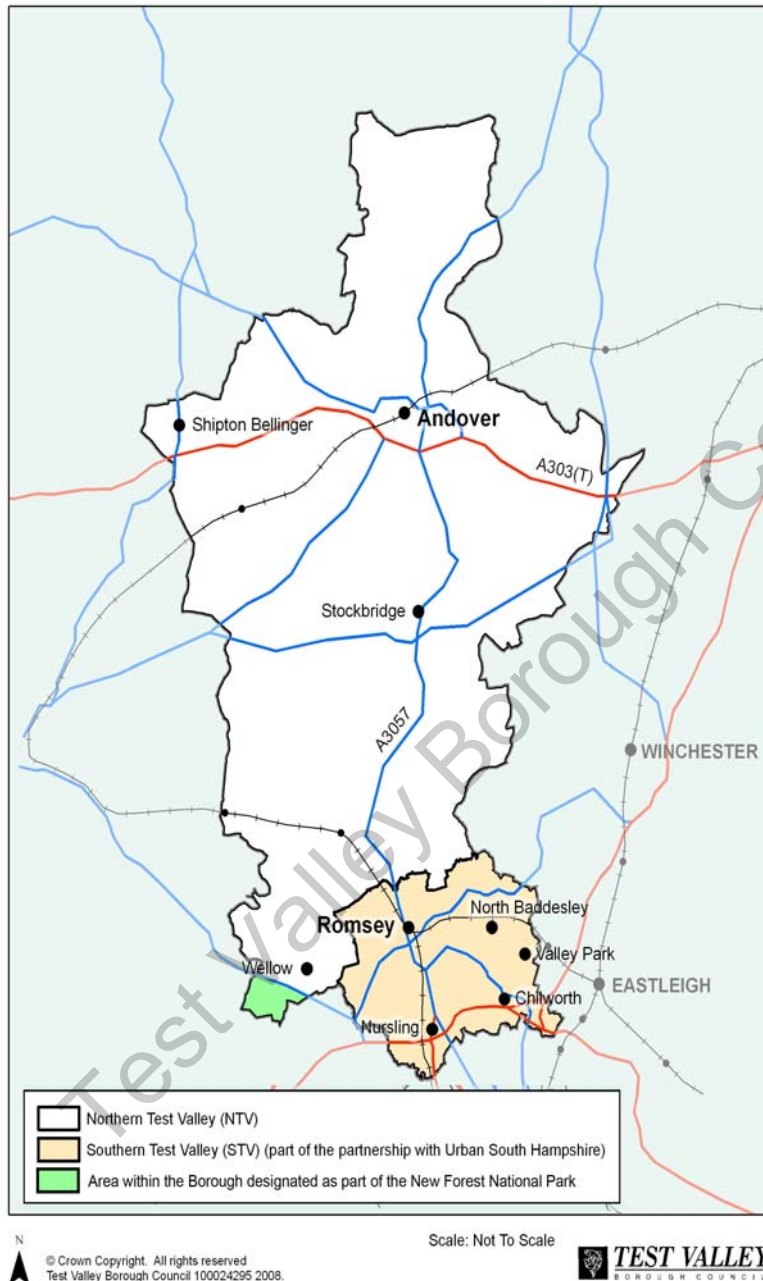
Figure 3: Location of Test Valley



³³ Sustainability Appraisal Scoping Report, Test Valley Borough Council, 2011 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/sustainability-appraisal/>).

- 5.4 Following the designation of the New Forest as a National Park, the National Park Authority is responsible for the planning functions (as of the 1st April 2006) for the area within Test Valley that falls within the National Park boundary (see Figure 4 and Figure 4 within the Scoping Report Main Report).

Figure 4: Sub-Areas within Test Valley for Planning Policy Purposes



- 5.5 For planning purposes, the Borough is divided into three main areas, the area that lies within the New Forest National Park, Southern Test Valley and Northern Test Valley. This is identified in Figure 4. This is based on a longstanding approach and recognises the housing market areas and links with surrounding areas. Southern Test Valley falls within the area covered by the Partnership for Urban South Hampshire (PUSH). Within Northern Test Valley, a further distinction is made between the Andover area and the rural

area. There is a high degree of self-containment within Andover (in terms of live-work patterns and to some degree also in terms of the housing market).

- 5.6 The Borough is approximately 628 square kilometres (approximately 62,670 hectares) in area and is predominantly rural. Based on the rural and urban classifications³⁴ approximately 8% of the Borough's area is classified as urban (>10,000 population), with the remaining 92% classed as rural.

Environment

Geology

- 5.7 The underlying geology of the Borough is chalk; towards the south of the Borough the chalk layers dip and are buried by deposits of sand, gravels and clay. There are safeguarded areas within the Borough for sand and gravel deposits, these tend to be associated with the river courses³⁵. The soils within the Borough are mixed, generally reflecting the local geology; the quality of soil within Test Valley is also varied. The Scoping Report (Appendix 3) provides maps of the broad level agricultural land quality in the Borough. It should be noted that they are subject to local variations. Given the rural nature of the Borough and the limited extent of industrial development in the 19th and 20th Centuries, there is limited potential for the re-use of previously developed land within Test Valley.
- 5.8 In terms of land contamination, the main sources within the Borough comprise current and former industrial sites, mineral extraction sites and Ministry of Defence land. The Council has identified over 1,800 current and former industrial sites which could be contaminated to some degree because of their former use³⁶. None of these sites, most of which are of a small scale, have been designated as contaminated land.

Water and Flood Risk

- 5.9 The River Test is a chalk fed river and along with its tributaries is the key river system within the Borough. Small areas of the Borough fall within the catchments of the River Itchen, to the east, and the River Avon, to the west. A significant proportion of the Borough is underlain by chalk which is a principal aquifer. There are a number of public and private water supplies drawing water from this aquifer.

³⁴ Summary provided by Hampshire County Council under the statistics on Test Valley (available: <http://www3.hants.gov.uk/planning/factsandfigures/key-facts/kf-testvalley.htm>).

³⁵ For more information on mineral and waste planning see: <http://www3.hants.gov.uk/mineralsandwaste/planning-policy-home.htm>

³⁶ Contaminated Land Inspection Strategy, Test Valley Borough Council, 2007 (available: <http://www.testvalley.gov.uk/resident/housingandenvironmentalhealth/environmentalprotection/land-contamination/>).

- 5.10 The majority of the Test and Itchen catchment area is identified to be at a low level of water stress (reflecting the degree to which the water resources in each water body are abstracted and accounting for the returns to the water environment)³⁷.
- 5.11 Through its Abstraction Licensing Strategy³⁸, the Environment Agency has identified that there is restricted water available for licensing at moderate and low flows for the majority of the Test catchment. Taking this into account, water conservation is an important issue throughout the Borough. Water conservation and efficiency will need to be promoted.
- 5.12 Based on the classifications within the Water Framework Directive the quality of the water bodies within the Borough is variable. Further details are provided in the Scoping Report and its Appendices. The Water Framework Directive sets out there should be no deterioration in the water quality and there should be progress towards good status.
- 5.13 Issues have been previously identified regarding available capacity for the treatment of waste water. There are two treatment works which have been highlighted, namely Chickenhall (near Eastleigh) which serves some of the residents in the south east of the Borough and Fullerton (near Andover) which serves Andover and a number of the surrounding villages. The capacity issues relate to the rivers to which they discharge being designated under European Directives. A substantial amount of research has been undertaken and work is continuing involving the Council, the Environment Agency and Southern Water to try and address the capacity available at Fullerton. There are large areas of the Borough for which there are no mains sewers, where waste water is dealt with through other means including package sewage treatment plants and septic tanks.
- 5.14 There are a variety of sources of flood risk within the Borough, with the main risks being from groundwater and river (fluvial) flooding. While the Borough does not have a coastline, a small area to the south of the Borough is vulnerable to tidal flood risk. Surface run-off can also be an issue, particularly in the more urban areas of the Borough. Each of the different types of flood risk would have different impacts should they occur, in terms of the likely distribution and duration.
- 5.15 Information is available on the extent of flood risk zones through the Environment Agency's flood risk maps and the Council's Strategic Flood Risk Assessment. In line with new legal requirements, Hampshire County Council is also in the process of preparing surface water management plans for all the districts, which are due to be in place by 2015³⁹.

³⁷ Water Stressed Areas – Final Classification, Environment Agency and Natural Resources Wales, 2013 (available: <https://www.gov.uk/government/publications/water-stressed-areas-2013-classification>) – note that the main purpose of this work relates to gathering evidence reference provisions within legislation enabling the Government to designation of areas which could be universally metered by water companies.

³⁸ Test and Itchen Abstraction Licensing Strategy, Environment Agency, 2013 (available: <http://www.environment-agency.gov.uk/business/topics/water/132669.aspx>).

³⁹ More information is available at: <http://www3.hants.gov.uk/flooding/surfacewatermanagement.htm>

- 5.16 A Catchment Flood Management Plan⁴⁰ has been prepared for the Test and Itchen catchment. It looks at the existing flood risk within the catchment, predicts how this is likely to change and has devised action plans for each of the policy units. Further detail is provided within the Scoping Report and its Appendices. The North Solent Shoreline Management Plan considers the risk of tidal flooding and coastal erosion. It covers a small area of Test Valley within unit 5c13 (Lower Test Valley), which identifies a policy approach of no active intervention⁴¹.

Air Quality

- 5.17 Air quality within the Borough is generally good (there are no Air Quality Management Areas within the Borough). Road transport is one of the main sources of local air pollution within Test Valley (and the UK) for nitrogen dioxide. Monitoring identified a slight upward trend in about half of the nitrogen dioxide monitoring points within the Borough between 2007 and 2011; however, monitoring for 2012 generally indicated a reduction in concentrations of nitrogen dioxide relative to the 2011 figures⁴². The Council will continue to monitor this matter.

Landscape

- 5.18 The geology of the Borough in conjunction with the river systems has helped shape on the landscape of Test Valley. The north of the Borough includes high chalk ridges which are dissected by steeply sloping, predominantly dry valleys and escarpments. The landform of the central areas of the Borough is gentler and undulating, although there are a number of small chalk hills. Towards the south of the Borough the landform is flatter⁴³.
- 5.19 Much of the Borough to the north of Andover falls within the North Wessex Downs Area of Outstanding Natural Beauty (AONB), while a small area in the south west of the Borough lies within the New Forest National Park – see Figure 5.
- 5.20 A Landscape Character Assessment of the Borough has identified twelve landscape character types, whilst also identifying likely forces of change to the landscape. More detail is provided within the Scoping Report.
- 5.21 The south east of the Borough and Andover are the most urban areas. The majority of the rest of Test Valley is rural in nature and includes a number of smaller settlements scattered across the Borough. The character of these

⁴⁰ Test and Itchen Catchment Flood Management Plan, Environment Agency, 2008 (summary report available at <http://www.environment-agency.gov.uk/research/planning/127387.aspx>).

⁴¹ North Solent Shoreline Management Plan, New Forest District Council, 2010 (available: <http://www.northsolentsmp.co.uk/>)

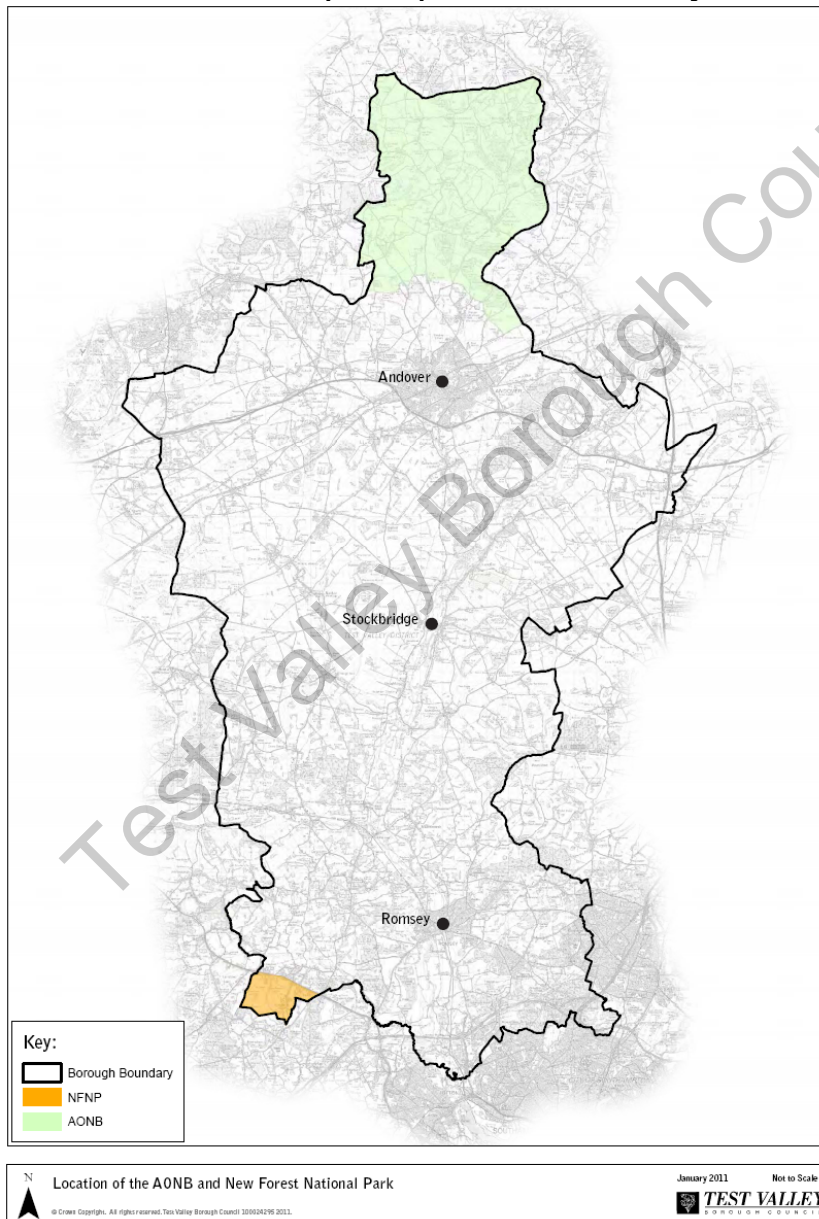
⁴² 2013 Air Quality Progress Report for Test Valley Borough Council, Test Valley Borough Council, 2013 (Available: <http://www.testvalley.gov.uk/resident/housingandenvironmentalhealth/environmentalprotection/air-quality/>).

⁴³ Test Valley Community Landscape Project, Countryside, 2004, Volume 1 pg. 8.

settlements varies, with more information provided in the Landscape Character Assessment and the Hampshire Historic Landscape Assessment⁴⁴.

- 5.22 In terms of the main urban areas, Andover falls within an area with open downland characteristics. The town sits within a topographic bowl, with some of the higher ground and ridge lines providing green fingers extending in to the town. The south east of the Borough is generally a flatter area, with blocks of woodland often providing containment around the main urban areas. There is a reasonably rapid transition between urban and rural areas within the south east Borough, rather than extensive areas of urban fringe.

Figure 5: Location of the North Wessex Downs AONB and the New Forest National Park (NFP) within Test Valley



⁴⁴ Hampshire Historic Landscape Assessment, G Lambrick and P Bramhill, 1999 (available: <http://www3.hants.gov.uk/landscape-and-heritage/historic-environment/historic-landscape.htm#section89726-3>).

Heritage and Architecture

- 5.23 Test Valley has a rich built heritage, with over 2,000 listed buildings, which includes 23 Grade I buildings and 98 Grade II star buildings. It also includes 36 Conservation Areas, 105 Scheduled Ancient Monuments (SAMs) and 8 Historic Parks and Gardens of national importance. There are also a significant number and range of assets that are not designated or subject to statutory protection. The Borough contains over half of the total number of cob buildings in Hampshire; it also provides just over half of the cob buildings with a thatched roof in Hampshire. This heritage reflects the history of human settlement in the area.
- 5.24 The architecture within the Borough is varied. Village and Town Design Statements have been produced for a number of the settlements within the Borough and cover matters including settlement pattern, landscape and design.

Biodiversity

- 5.25 The Borough has a range of biodiversity assets, with approximately 11% of the land area subject to one or more nature conservation designations includes sites of international, national and local importance⁴⁵. A list of the international nature conservation designations within Test Valley is provided in Table 11. It should be noted that there are international designations beyond the Borough boundary which could be affected by development within Test Valley. More detail is provided within the Scoping Report (see Appendix 4 of the Scoping Report).

Table 11: International (Including European) Designations within Test Valley

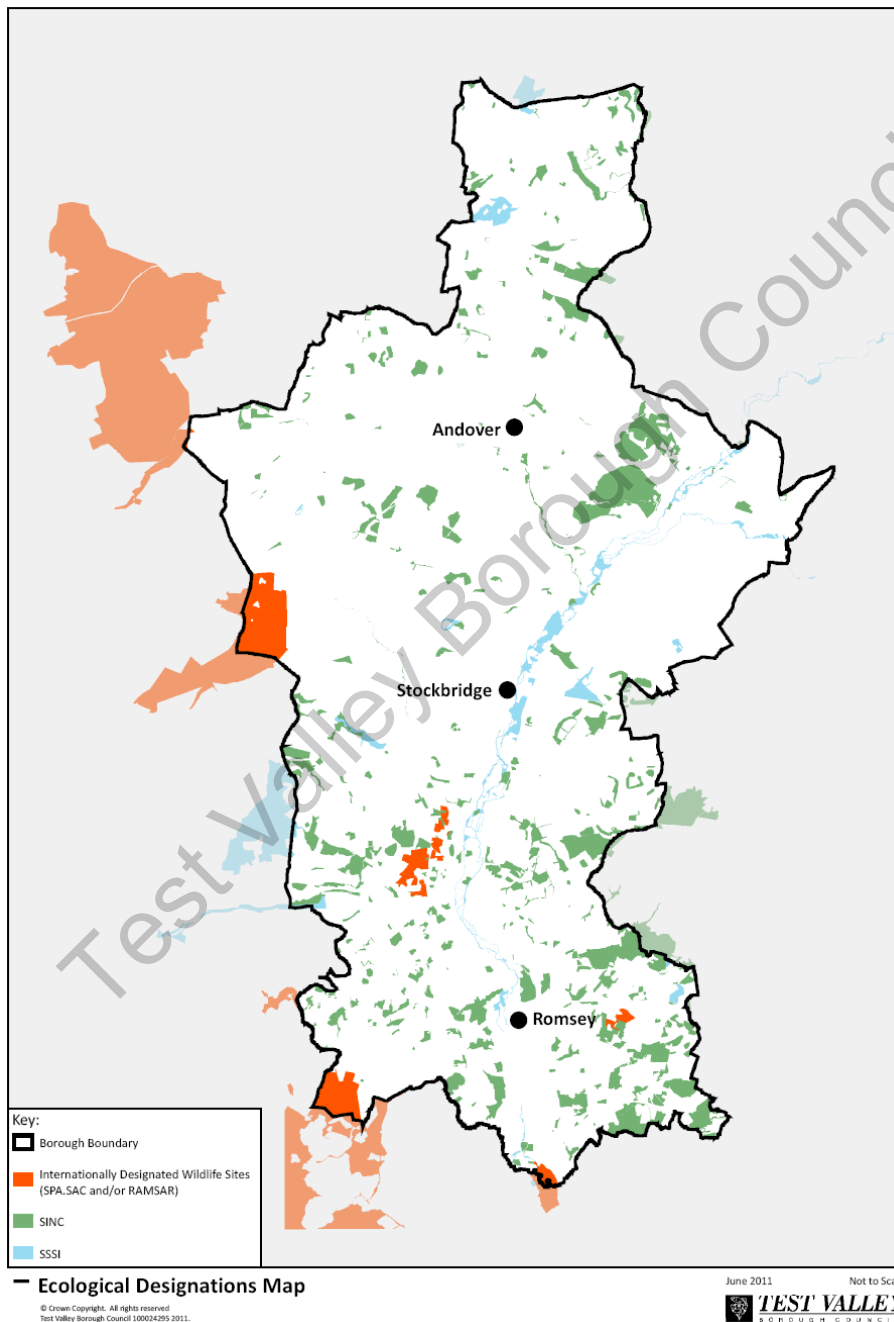
Designation	Sites
Special Areas of Conservation (SAC)	<ul style="list-style-type: none"> - Emer Bog - Mottisfont Bats - New Forest - Salisbury Plain - Solent Maritime
Special Protection Areas (SPA)	<ul style="list-style-type: none"> - New Forest - Porton Down - Salisbury Plain - Solent and Southampton Water
Ramsar Sites	<ul style="list-style-type: none"> - New Forest - Solent and Southampton Water

- 5.26 In addition to the international designations, there are approximately 1,869 hectares of Sites of Special Scientific Interest (SSSI) within the Borough. These designated areas are of national nature conservation importance,

⁴⁵ The Local Biodiversity Action Plan for Test Valley, Test Valley Borough Council, 2008 (available: <http://www.testvalley.gov.uk/aboutyourcouncil/corporatedirection/environmentandsustainability/bap/>).

approximately 24% are in favourable condition by area, with approximately 64% identified as unfavourable but recovering⁴⁶. Over time the percentage of area of SSSIs in favourable and unfavourable recovering condition had been declining to 2010, but there had been an improvement in 2011. It is noted that in the last year, the proportion in favourable condition has declined by approximately 1%, while the proportion in unfavourable recovering has increased⁴⁷.

Figure 6: International, National and County Level Ecological Designations within Test Valley



⁴⁶ Annual Monitoring Report 2011-12, Test Valley Borough Council, 2012.

⁴⁷ Based on the figures presented in the Council's Annual Monitoring Reports, the proportion of SSSIs in favourable condition was as follows 04/05: 33.6%, 05/06: 30%, 06/07: 29%, 07/08: 28%, 08/09: 28%, 09/10: 23%, 10/11: 25%, 11/12: 24%.

- 5.27 In addition to the statutory designations, there are 560 Sites of Importance for Nature Conservation (SINC) within the Borough. SINC are a non-statutory designation representing sites of local (county) importance for nature conservation. Figure 6 identifies the location of some of the ecological designations within the Borough.
- 5.28 Within Hampshire, Biodiversity Opportunity Areas (BOAs) have been defined by the Hampshire Biodiversity Information Centre and its partners (on behalf of the Hampshire Biodiversity Partnership) identifying areas with the greatest opportunity to restore and create habitat of regional importance – a map of the BOAs is provided in the Scoping Report.
- 5.29 The Borough contains a variety of habitats, including lowland calcareous grassland (759 Ha), coastal and floodplain grazing marsh (1,947 Ha) and lowland mixed deciduous woodland (6,042 Ha)⁴⁸. Biodiversity Action Plans have been produced for both Hampshire and the Borough. They set out actions to support the habitats and species within the areas to which they relate.
- 5.30 There are just over 5,000 hectares of ancient woodland within the Borough, of which approximately 2,504 hectares are considered as semi-natural. The remaining areas are either replanted or cleared ancient woodland, in some of these cases there is potential for the regeneration of the ancient woodland. Harewood Forest, to the south east of Andover, is a significant area of ancient woodland, with the majority being semi-natural.

Resources

- 5.31 In terms of the use of resources the domestic consumption of electricity is higher than the county, regional and national average for 2011⁴⁹, while domestic gas consumption is lower than the county, regional and national averages for 2011⁵⁰. In 2011/12 approximately 34.7% of household waste was sent for re-use, recycling or composting. The emissions of carbon dioxide stood at approximately 8.1 tonnes per person for the Borough in 2011, this was a reduction relative to 2010⁵¹.
- 5.32 Data has been provided by Southern Water on average water use in the two main water resource zones covering Test Valley. These figures are presented in Table 12. Unmeasured (unmetered) consumption is greater in both zones. It is noted that Southern Water is currently undertaking a metering programme, with the expectation that this will reduce average water consumption.

⁴⁸ Annual Monitoring Report 2011-12, Test Valley Borough Council, 2012.

⁴⁹ Sub-national electricity consumption statistics: 2010-11, DECC, 2013 (available: <https://www.gov.uk/government/statistical-data-sets/sub-national-electricity-consumption-statistics-2010-2011>).

⁵⁰ Sub-national gas consumption: 2010-11, DECC, 2011 (available: <https://www.gov.uk/government/statistical-data-sets/sub-national-gas-consumption-statistics-2010-11>).

⁵¹ Local and Regional CO₂ Emissions Estimates for 2005-2011, DECC, 2013 (available: <https://www.gov.uk/government/publications/local-authority-emissions-estimates>).

Table 12: Average Water Consumption within Southern Water's Water Resource Zones for 2011/12

Water Resource Zone	Measured Household (litres per head per day)	Unmeasured Household (litres per head per day)	Average Household (litres per head per day)
Hampshire South	128	166	152
Andover	140	157	151

- 5.33 The UK Climate Projections 2009 provides predictions on the likely changes to climate to be expected, taking account of the potential implications of global warming. Looking at the medium emissions scenario, central estimates⁵² for the 2080s for the South East forecast an increase in winter mean temperature of 3°C (very unlikely to be less than 1.6°C or more than 4.7°C increase) and an increase in summer mean temperature of 3.9°C (very unlikely to be less than 2°C or more than 6.5°C increase)⁵³.

Local Community

- 5.34 The 2001 Census identified the population of the Borough at 109,802 people, giving a population density of 1.75 persons per hectare. The Census 2011 identified the population of the Borough to be 116,398 people⁵⁴; this would give a population density of 1.86 persons per hectare.
- 5.35 The population of the Borough is forecast to rise in the future, although this growth would not be evenly distributed across the Borough. Some wards are forecast to see a reduction in their population by 2019; it is assumed that this would in part relate to smaller household sizes⁵⁵. The age profile of the population is also forecast to change, with a move towards an ageing population.
- 5.36 The 2011 Census identified that there were 49,143 dwellings within the Borough. When taking account of the population data, this gives an average of approximately 2.37 persons per dwelling.
- 5.37 Based on the 2011 Census, approximately 70% of households own their home, while approximately 14% households occupy socially rented properties and 13% of households occupy privately rented homes within Test Valley. In addition, 39% of households occupy detached dwellings within the Borough, with 10% of households occupying flats, apartments or maisonettes (2011 Census).

⁵² This estimate reflects the outcome being as likely to happen as not happen.

⁵³ Key Findings for South East England 2080s, based on UKCP09 scenarios (available: <http://ukclimateprojections.defra.gov.uk/22292>).

⁵⁴ 2011 Census information available <http://www.ons.gov.uk/ons/guide-method/census/2011/index.html>.

⁵⁵ Small Area Population Forecasts (SAPFs) for 2012-2019, Hampshire County Council, 2012 (available: <http://www3.hants.gov.uk/factsandfigures/population-statistics/pop-estimates/small-area-pop-stats.htm>).

- 5.38 The cost of housing in the Borough standing above the County and regional averages⁵⁶. For January to March 2013 the average house price within the Borough was £278,205, this is up by approximately 4.5% on the previous year⁵⁷. There are significant variations in house prices across the Borough.
- 5.39 The average house price in Test Valley is approximately 10 times the average annual salary of the buyer⁵⁸. The Council's Housing Strategy highlights that housing affordability is a real issue for many people within the Borough.
- 5.40 Test Valley has previously been identified as falls into two housing market areas based on household movements, travel to work patterns and economic linkages. The greater linkages are understood to link the south eastern part of Test Valley with the western parts of the South Hampshire area, focusing around Southampton. The housing market area for the rest of the Borough is not as tightly integrated. Within it, there is a high level of self-containment in Andover based on people living and working in the town. The current population (by parish) split between these two housing market areas is approximately 64% in Northern Test Valley and 36% in Southern Test Valley⁵⁹.
- 5.41 The number of dwellings that have been completed within Test Valley has varied over time. Table 12 sets out the most recent figures. More detail is provided within the Annual Monitoring Reports.

Table 12: Net Housing Completions within Test Valley (based on completions monitoring by Hampshire County Council)

Year	Northern Test Valley Net Completions	Southern Test Valley Net Completions	Test Valley Net Completions
2006/07	59	229	288
2007/08	222	117	339
2008/09	93	54	147
2009/10	295	143	438
2010/11	369	19	388
2011/12	439	84	523
2012/13	462	202	664

- 5.42 The Borough is not generally identified as a deprived area (when using the Index of Multiple Deprivation 2010). However, there are pockets of deprivation within the Borough, including parts of Andover. Figure 7 identifies relative deprivation within the Borough (relative to the rest of the country) through the Index of Multiple Deprivation 2010. One of the lower super output areas within

⁵⁶ Borough Profile, Test Valley Borough Council, 2013 (available: <http://www.testvalley.gov.uk/aboutyourcouncil/corporatedirection/about-test-valley-the-facts-and-figures/boroughprofile>).

⁵⁷ UK House Prices January – March 2013 – Test Valley, BBC (original source: Land Registry), 2013 (available: http://news.bbc.co.uk/1/shared/spl/hi/in_depth/uk_house_prices/html/24un.stm).

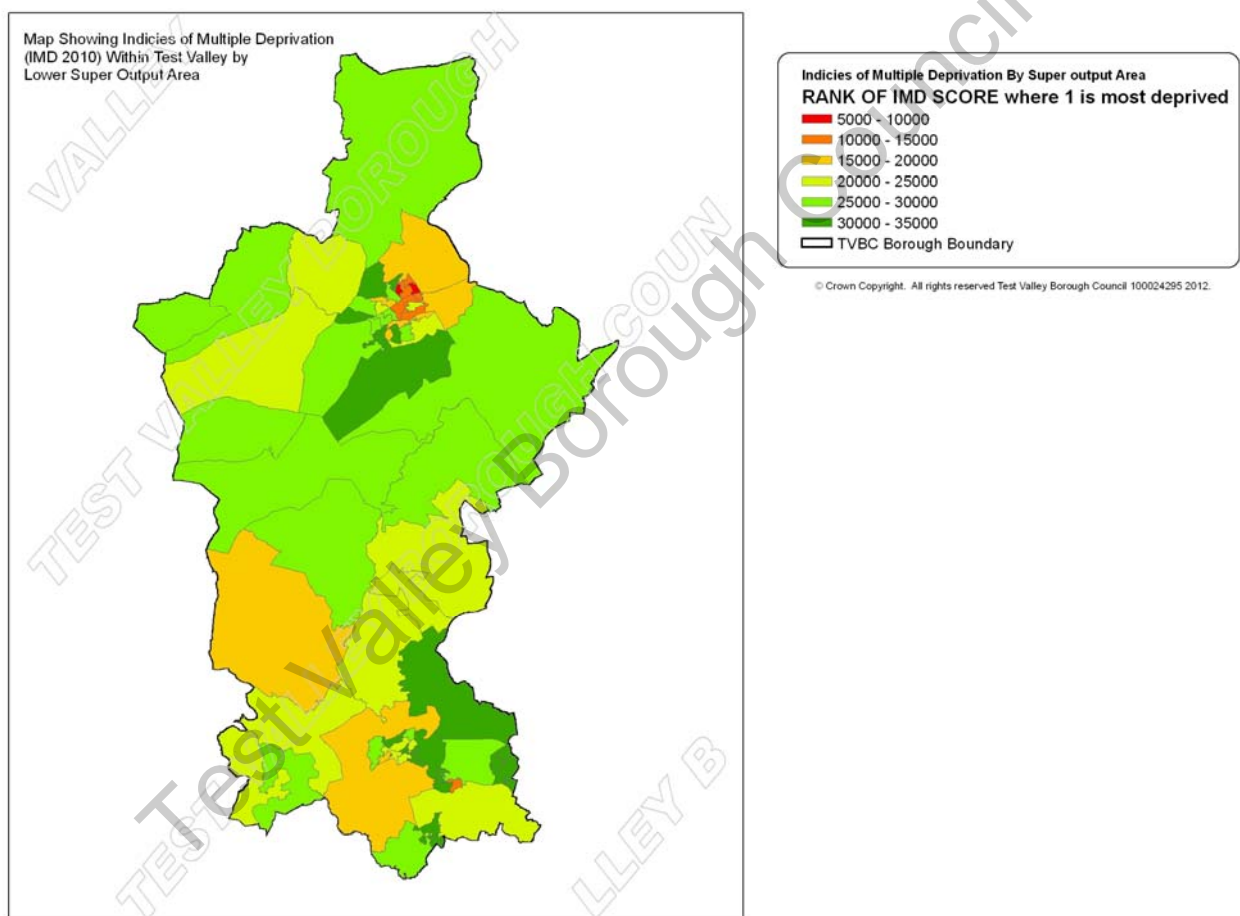
⁵⁸ Helping Local People Access a Decent Home: Housing Strategy, Test Valley Borough Council, 2012.

⁵⁹ Test Valley Local Housing Requirements Update Report 2013, Nathaniel Lichfield and Partners, 2013 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-communities/>).

Test Valley falls within the 20% most deprived areas in the country for the overall results – this relates to part of the King Arthur’s Way area in Andover. This area also performs less well in relation to income and education domains. A number of partners are working together to seek to support these areas to reduce deprivation, including through the Turnaround Project in Andover.

- 5.43 The median full time wage for people living in Test Valley in 2012 was £528.70 per week (gross), while the median gross wage for people working in Test Valley was £520.60 per week. In both cases the figures for Test Valley are below the regional averages⁶⁰. Therefore, those living in the Borough earn slightly more on average than those working in the Borough.

Figure 7: Performance within Test Valley in terms of the Index of Multiple Deprivation



Local Economy

- 5.44 Test Valley falls within two Local Enterprise Partnerships (LEPs). The Solent LEP covers the same area of the Borough as the Partnership for South Hampshire (i.e. Southern Test Valley – see Figure 4). The Enterprise M3 LEP⁶¹ covers the rest of the Borough.

⁶⁰ NOMIS Official Labour Market Statistics, ONS (available: <https://www.nomisweb.co.uk/>).

⁶¹ For more information on the Solent LEP visit <http://www.solentlep.org.uk/> and for the Enterprise M3 LEP visit <http://www.enterprisem3.org.uk/>.

- 5.45 Approximately 76% of the Borough's population are classed as economically active (for 2012/13); this is lower than the regional average⁶². Approximately 73.6% of the Borough's population were in employment in 2012/13, which is lower than the previous year. The most recent unemployment levels in the Borough are lower than the regional and national figures. Approximately 1.4% of the Borough's population were claiming Jobseekers Allowance (JSA) as at June 2013, this compares to a regional average of 2.2%⁶³.
- 5.46 Based on the 2011 Census, approximately 68% of those described as economically active were in full time employment, with approximately 25% in part time employment (both figures including self-employment).
- 5.47 An economic profile of the Borough, prepared by the County Council, based on 2006 data, highlighted that Andover has a greater share of the economy than Southern Test Valley, particularly in relation to manufacturing⁶⁴. It was noted that there is a relatively low representation of the highest productivity industries. When combined with the lower skilled residents and pockets of deprivation in Andover this has contributed to limiting the economic gains of the Borough. The profile also highlighted that the net labour outflow occurred predominantly in relation to the three highest skilled groups of the population. The rural areas also experience a net labour outflow.
- 5.48 Based on the 2011 Census categorisation of industry of employment, approximately 16% of residents (aged 16 to 74) were employed in wholesale and retail trade (including repair of motor vehicles / cycles), with the next highest category being 10.5% in human health and social work activities. Approximately 1.5% were employed in agriculture, fishing and forestry, which is higher than the regional and national figures at 0.7% and 0.8% respectively.
- 5.49 The economy of the Borough has inevitably been affected by recent economic conditions, with a knock on effect on the labour market which experienced a substantial contraction. A greater percentage reduction in the labour market was reported for Test Valley than for the county, region and UK for 2009⁶⁵.

Education and Lifelong Learning

- 5.50 Utilising the 2011 Census data on qualifications there is a smaller proportion of the population in Test Valley with no qualifications (18.4%) than compared to the national figure (22.5%). The level of qualification attained varies within the Borough. Table 13 sets out qualification levels based on NVQ levels.

⁶² NOMIS Official Labour Market Statistics, ONS.

⁶³ NOMIS Official Labour Market Statistics, ONS.

⁶⁴ Test Valley: An Economic Profile 2006, Hampshire County Council, 2007 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-economy/>).

⁶⁵ Test Valley LTES: Update 2012, Experian, 2012 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-economy/>).

Table 13: NVQ Qualification Levels for January to December 2012 for the Population Aged between 16 and 64⁶⁶

	Test Valley (numbers)	Test Valley (%)	South East (%)	Great Britain (%)
NVQ Level 4 and above	28,800	41.6	36.8	34.4
NVQ Level 3 and above	45,600	65.9	58.2	55.1
NVQ Level 2 and above	55,300	79.8	75.4	71.8
NVQ Level 1 and above	61,300	88.5	87.7	84.0
Other qualifications	5,000	7.2	5.4	6.3
No qualifications	#	#	6.9	9.7

Note: # Sample too small for reliable estimate; : **NVQ 1 equivalent:** e.g. fewer than 5 GCSEs at grades A-C, foundation GNVQ, NVQ 1, intermediate 1 national qualification (Scotland) or equivalent; **NVQ 2 equivalent:** e.g. 5 or more GCSEs at grades A-C, intermediate GNVQ, NVQ 2, intermediate 2 national qualification (Scotland) or equivalent; **NVQ 3 equivalent:** e.g. 2 or more A levels, advanced GNVQ, NVQ 3, 2 or more higher or advanced higher national qualifications (Scotland) or equivalent; **NVQ 4 equivalent and above:** e.g. HND, Degree and Higher Degree level qualifications or equivalent; **Other qualifications:** includes foreign qualifications and some professional qualifications

- 5.51 In terms of the education, skills and training domain of the Index of Multiple Deprivation (2010) there are six out of seventy lower super output areas within the Borough which fall within the 20% most deprived for the country. These are located in the wards of Alamein and St Mary's in Andover. It should be noted that this indicator does not account for the improvements in GCSE attainment in the last few years.

Community Safety

- 5.52 The crime rates for Test Valley are below the figures for the County and for England and Wales. For violence against person offences, there were 12.4 offences per 1,000 population in Test Valley in 2011/12; this represents a reduction in comparison to the figures since 2008/09⁶⁷.
- 5.53 There is variation in the performance of the Borough in relation to the crime domain for the Index of Multiple Deprivation 2010. Eight out of 70 lower super output areas⁶⁸ within the Borough fall within the 20% most deprived for this domain. These are located within the Wards of Alamein, St Mary's and Winton in Andover, Chilworth, Nursling and Rownhams, and North Baddesley. This indicator is predominantly based on data from 2008/09.

Health and Wellbeing

- 5.54 Health within the Borough is generally good and tends to be above the national average; however there are variations across the Borough. The life

⁶⁶ NOMIS Official Labour Market Statistics, ONS.

⁶⁷ Recorded Crime Tables 2011/12, ONS, 2012 (available: <http://www.ons.gov.uk/ons/taxonomy/search/index.html?nscl=Crime+in+England+and+Wales&nscl-orig=Crime+in+England+and+Wales&content-type=Dataset&content-type=Reference+table&sortDirection=DESCENDING&sortBy=pubdate>)

⁶⁸ Small geographical areas used as a basis for collecting statistical information, they normally contain about 1,500 people (see: <http://www.ons.gov.uk/ons/guide-method/geography/beginner-s-guide/census/super-output-areas--soas-/index.html>).

expectancy in Test Valley is 80.6 years for males and 84.6 years for females (at birth, 2009 - 2011)⁶⁹. Over the last 10 years, mortality has fallen⁷⁰. Figure 8 provides an extract of the health profile of the Borough.

- 5.55 The Index of Multiple Deprivation 2010 health and disability domain, the majority of lower super output areas fall within the least deprived quintiles (i.e. 40% least deprived). There are no lower super output areas within the Borough falling within the 20% most deprived areas.

Leisure and Culture

- 5.56 The Borough has a range of leisure and cultural facilities, some of which provide tourism functions. The availability of public open space within the Borough is variable, with access generally being more difficult within the rural areas.
- 5.57 For 2011/12, the level of adult (16+ years) participation in sport at least once a week for the Borough was recorded as 37.4%⁷¹. This is an increase on the participation for 2010/11 (at 36.2%) but a decrease relative to 2009/10 (at 40.1%).

Transport and Accessibility

- 5.58 Test Valley is served by a number of main road networks, including the M27 motorway which links the area with south Hampshire, the A303(T) trunk road to London via the M3 and the A34(T) route to the Midlands.
- 5.59 Car ownership within the Borough has increased since 1991, with the average number of cars / vans per household having risen from 1.27 to 1.45 cars per household between the 1991 and 2001 Censuses. The 2011 Census identified ownership to be at 1.52 cars / vans per household. The average car ownership in the Borough is higher than the regional and national figures⁷². There are variations in car / van ownership across the Borough. Approximately 13.5% of households in the Borough do not have a car or van.

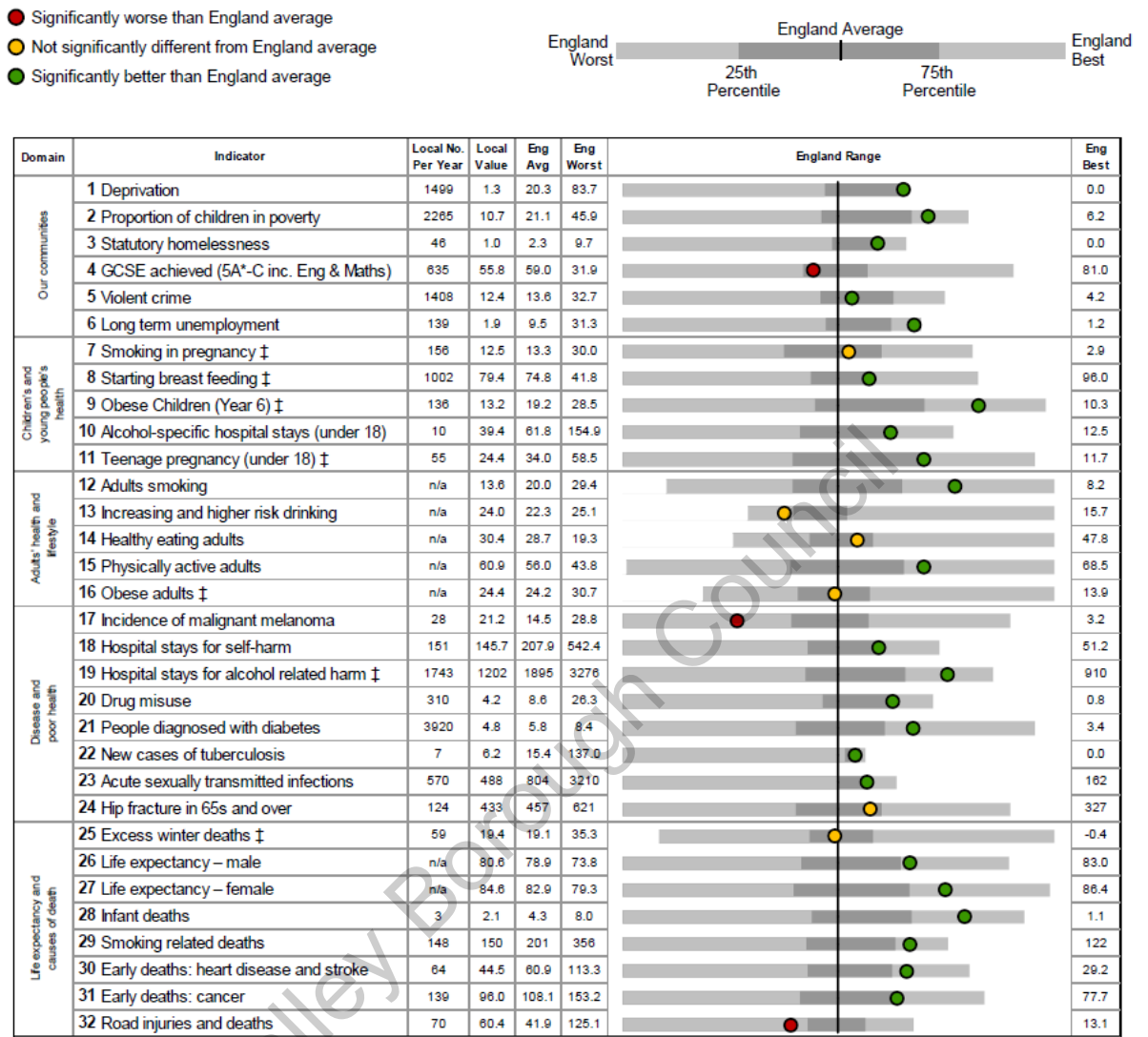
⁶⁹Health Profile 2013, Department of Health, 2013 (available: <http://www.apho.org.uk/resource/item.aspx?RID=127259>).

⁷⁰Health Profile 2013, Department of Health, 2013.

⁷¹Active People Survey, Sport England, 2012 (available: <http://www.sportengland.org/research/who-plays-sport/>).

⁷²Neighbourhood Statistics, ONS.

Figure 8: Health Profile of Test Valley⁷³



† For comparison with PHOF Indicators, please go to the following link: www.healthprofiles.info/PHOF

- 5.60 The majority of residents of the Borough travel to work by car - approximately 67% drive by car/van, with a further 5% as a passenger in a car / van⁷⁴. Approximately 6% mainly work from home.
- 5.61 Based on the 2001 Census⁷⁵, just under 62% of people lived and worked in Test Valley. There is variation across the Borough in live-work patterns. For example, based on the same data source approximately 70% of the population lived and worked in Andover⁷⁶, with approximately 44% of people living and working in Romsey (including Romsey Extra)⁷⁷.
- 5.62 Access to public transport across the Borough is varied, with provision being relatively limited and infrequent in the rural areas, where there is reliance upon

⁷³ Health Profile 2013, Department of Health, 2013 (additional notes on the indicators are available from this website).

⁷⁴ Figures based on all usual residents aged 16 – 74, excluding those who are unemployed.

⁷⁵ Data from the 2011 Census on this matter was not available at the time of writing.

⁷⁶ Calculated based on the Wards of Alamein, Harroway, Millway, St Mary's and Winton.

⁷⁷ Calculated based on the Wards of Abbey, Cupernham, Tadburn and Romsey Extra.

demand responsive services and community transport to fill the gaps in public bus services. There is greater access to public transport within Andover and Southern Test Valley.

- 5.63 There are a number of train stations within or close to the Borough, including stations in Romsey and Andover. The Borough is served by two main rail links. Andover lies on the London to Exeter main line; there is also a station at Grateley along the same line. Travel from Andover to London takes approximately 70 minutes. Romsey is served by the Portsmouth to Cardiff line. Via Chandler's Ford, Romsey has a link to the Southampton to London main line, and Southampton Airport. The travel time from Romsey to London via train is approximately 1 hour 40 minutes.
- 5.64 Key services are concentrated in the larger settlements of Andover and Romsey. The rural areas of the Borough tend to include a limited number of facilities, with primary schools being the main facilities. Beyond the Borough boundary, there are cluster of facilities to the south east of the Borough within Southampton, Eastleigh and Chandler's Ford. There are no hospitals with A&E facilities located within the Borough, with the nearest facilities in Winchester, Salisbury and Southampton.

Likely Evolution without the Revised Local Plan DPD

- 5.65 The SEA Directive and Regulations require consideration of the likely evolution without the implementation of the Plan. At this time, the Borough Local Plan 2006 effectively provides the 'business as usual' position. The National Planning Policy Framework (NPPF) is a material consideration.
- 5.66 The Borough Local Plan does not include policies on the requirement for additional residential development (in terms of housing numbers)⁷⁸. The allocations for additional residential development within the Borough Local Plan have either been completed, are under construction or have gained planning permission. Therefore, there remains some uncertainty over likely levels of growth in the future (and its location) beyond that which already has planning permission. There is planning permission for just under 5,000 dwellings which are unimplemented across the Borough⁷⁹. This does not mean that there will be no further provision, as windfall sites are likely to continue to come forward.
- 5.67 The Borough Local Plan 2006 does not include requirements in terms of additional provision for economic development, retail and other uses. However in some cases there are policies supporting the provision of additional sites which are yet to come forward. The Borough Local Plan 2006 also contains a

⁷⁸ Housing requirements were established in the Hampshire County Structure Plan 1996-2011, which was superseded by the South East Plan, which has now been revoked.

⁷⁹ Based on Table 4 of the Test Valley Borough Council Strategic Housing Land Availability Assessment (SHLAA), Test Valley Borough Council, 2013 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/shlaa/>).

series of policies that will continue to be used in the determination of planning applications.

Environment

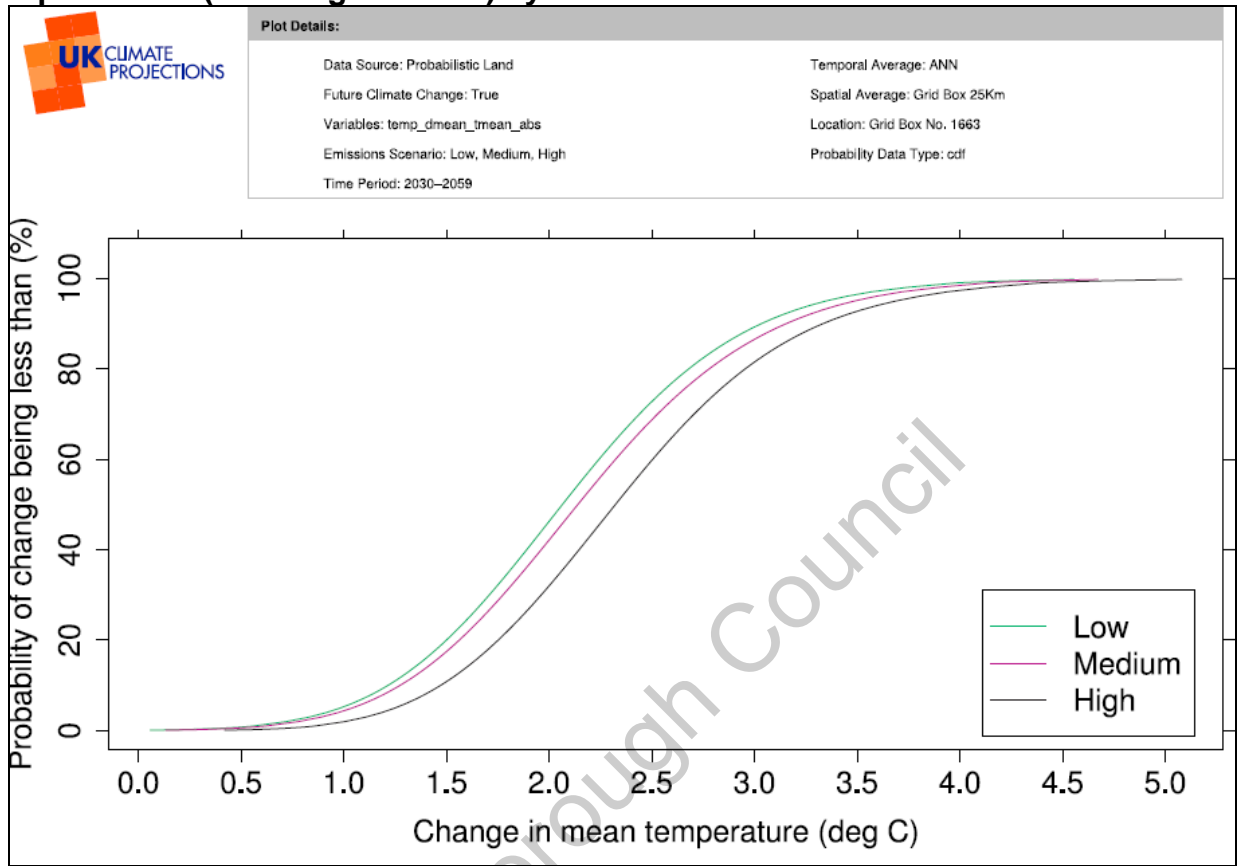
- 5.68 As noted above, there is likely to continue to be development within the Borough, including for residential and economic development purposes. This is likely to continue to put pressure on water resources that serve the Borough (through increased demand), including the River Test catchment. The Borough Local Plan incorporates policies that seek to ensure that sufficient infrastructure is available to support additional development (policy ESN30) and to minimise the impact on water resources (policy ENV09).
- 5.69 Other drivers are also likely to have an in-combination effect, including the universal water metering proposals of Southern Water (which will impact on existing residential development) and the requirements now in place through Building Regulations. Such measures may lessen the potential effect; however there remains uncertainty as to the level of likely residual effect, including when accounting for additional development outside Test Valley that is served by the same water resources.
- 5.70 Southern Water is proposing increased abstraction (within existing licensed capacity) from Testwood Water Supply Works (WSW) in the Lower Test to serve the Hampshire South Water Resource Zone. A proposed pipeline from Testwood to Otterbourne would enable the transfer of resources within the zone. This scheme is to help enable reductions in the volume of water that can be abstracted from the River Itchen (designated as a SAC). The effects of the proposed changes to abstraction on the River Test (and their significance) are not certain at this stage (including their significance).
- 5.71 It is anticipated that in the medium to long term there will be an increase in areas that will be subject to a risk of flooding within the Borough – this is largely driven by forecast changes to climate. It is recognised that development within the Borough also has the potential to increase flood risk to others, particularly in terms of surface water flooding, whilst also resulting in a greater number of people and properties being vulnerable to flood risk if inappropriately located or planned. The preparation of a Surface Water Management Plan for Test Valley (led by Hampshire County Council) may raise awareness of the areas at greatest risk of flooding from surface water sources.
- 5.72 A policy within the Borough Local Plan (policy HAZ02), in conjunction with the requirements of the NPPF and forthcoming obligations for sustainable drainage systems, should continue to provide a form of mitigation.
- 5.73 As noted previously in this chapter, while air quality is generally good within the Borough. Trends have been varying in relation to air pollution levels over time, therefore future trends are uncertain. Cumulative increases in traffic levels and changes in congestion may need to be balanced against other factors. The Borough Local Plan incorporates a policy to seek to control forms

of development that would result in pollution (including to the air) that would have an adverse impact on the environment. This would be most likely to apply to more direct forms of pollution, rather than indirect, cumulative effects associated with transport. Changes in technology to reduce emissions to the air, in conjunction with measures to promote more sustainable modes of travel (e.g. policies TRA01 and TRA04 within the Borough Local Plan 2006) may go some way to mitigate any impacts but there remains uncertainty over residual effects. This may have knock on effects on other matters, such as biodiversity and health.

- 5.74 At this time, there remain greenfield allocations to come forward through the Borough Local Plan, with the potential for additional windfall development on greenfield sites. This is likely to have an adverse impact on soil resources in the future (in the short, medium and long term), which may include the best and most versatile agricultural land. Policies are in place within the Borough Local Plan 2006 (policy ENV08) and through the NPPF which relate to high quality agricultural land. There are also some policies in place which support the re-use of buildings and the remediation of contaminated land. The latter may have a positive effect on soil resources. There are a range of other factors that may have an indirect effect on soil resources, for example, forecast changes in climate may affect soil moisture levels.
- 5.75 Additional development is likely to have an effect on the environment, in terms of the landscape quality and settlement character. However, there remains uncertainty as to whether these effects will be adverse. Other factors also have the potential to affect the Borough's landscape. As noted in the Scoping Report, a number of forces of change have been identified which have been grouped under the headings:
- Climatic
 - Agriculture and land management
 - Built development
 - Traffic and transport
 - Recreation and tourism
 - Telecommunication and overhead transmission lines
 - Wind farms
 - Minerals and waste management
 - Military
- 5.76 It is acknowledged that development within the Borough may fall into a number of the above headings for forces of change. Policies within the Borough Local Plan (including policies ENV07, DES01, DES02 and DES10) and guidance through the NPPF seek to conserve the quality of the landscape of the Borough, including designated areas. This combination of policies should seek to reduce the risk of adverse effects on the landscape quality and settlement character in the future.
- 5.77 In relation to the historic environment, while further development within the Borough is likely, policies are in place through the Borough Local Plan 2006 (e.g. policies ENV11 to ENV17) and the NPPF that should conserve and potentially enhance the historic environment.

- 5.78 The use of resources is likely to increase in conjunction with additional development coming forward through the Borough Local Plan, with additional waste generated.
- 5.79 Future development is likely to be increasingly energy efficient in line with anticipated increases in Building Regulation requirements and targets within the Climate Change Act to reduce greenhouse gas emissions. There is an aspiration for new residential development to be zero carbon by 2016. There is uncertainty as to the extent that this will mitigate for increased consumption associated with new development. The Borough Local Plan 2006 (policy ESN32) and guidance within the NPPF support the principle of renewable and low carbon energy proposals. While this will not necessarily affect the demand for energy, it may reduce the impacts of this consumption, for example in relation to the resultant greenhouse gas emissions.
- 5.80 Additional development within the Borough is anticipated to result in an increase in the amount of waste generated. The Borough Local Plan policies are unlikely to result in a significant change in the amount of waste that is generated per person or household, or the proportion of waste that is reused, recycled or composted. The Scoping Report highlighted that there has been a trend towards reductions in the amount of residual household waste that is produced. There are other plans and projects in place that seek to reduce the amount of waste generated and increase the proportion of waste that is reused or recycled. The resultant balance of these drivers is uncertain.
- 5.81 As has been referred to above, the climate is forecast to change, particularly in the medium to longer term. Forecasts are available through the UK Climate Projections 2009 (UKCP09) provide a range of scenarios, with details available for 25km grid squares. The Scoping Report refers to scenarios for the South East region (see pages 42 and 43 of the Scoping Report). Figure 9 sets out the forecast changes in annual mean temperature for the grid square covering Andover by the 2040s.
- 5.82 There are also likely to be changes in rainfall patterns, which may also include changes in seasonal rainfall patterns. There remains uncertainty as to how this will affect groundwater levels (which is a key source of water for the Borough). The most southern extent of the Borough may also be affected by forecast rising sea levels, which may also result in changes in habitats in the vicinity of the lower Test, with saline areas moving further north along the River Test.

Figure 9: Forecast Changes in Annual Mean Temperature (°C) for grid square 1663 (covering Andover) by the 2040s⁸⁰



Local Community

5.83 Based on the South East Plan figures, the population of the Borough is anticipated to increase by approximately 9,170 people between 2011 and 2026, with an increase of approximately 7,835 dwellings over the same period⁸¹. Based on the same figures, the age profile of the Borough is likely to change in the medium to long term with a trend towards an ageing population. By 2026, the proportion of the population aged 75 years plus is anticipated to increase from approximately 8% of the population (as at 2011) to 12% of the population. There would also be changes in the household composition, with an increase in the proportion of one person households⁸² – this has implications for the use of resources (with the per person use of resources including energy and water generally being higher in one person households in comparison to larger household sizes). The broad trends are anticipated to be likely to occur even though the South East Plan has been revoked; however the figures / percentages are likely to vary.

5.84 As noted above, the Borough Local Plan 2006 provides the basis for the 'business as usual position'. This does not include any specific housing

⁸⁰ Graph produced from the UKCP09 User Interface, for unit 1663.

⁸¹ Long Term Projections, Hampshire County Council (available: <http://www3.hants.gov.uk/factsandfigures/population-statistics/pop-estimates/long-term-proj.htm>).

⁸² Long Term Projections, Hampshire County Council.

requirement, which makes it very challenging to make assumptions about future changes in population of the Borough. Assuming no development is not a realistic option.

- 5.85 Based on demographic population projections⁸³, the population of the Borough is forecast to increase by approximately 10,800 people between 2011 and 2029⁸⁴. Based on assumptions about household sizes, this would equate to an increase of approximately 7,060 households within the Borough over the same period. It is noted that the number of households is forecast to grow at a slower rate than has previously been envisaged (based on national forecasts prepared by CLG). This scenario also identifies a trend towards an ageing population, with a significant increase in the proportion of the population aged 75 plus, rising from about 8.5% to approximately 15.9% of the population between 2011 and 2029⁸⁵.
- 5.86 The differences in population projections have implications for other considerations, including the potential labour force for the Borough. Therefore at this stage there remains uncertainty over the wider implications of potential changes in population in the future based on the continuation of the Borough Local Plan (2006).
- 5.87 There has been consideration of levels of housing provision above. There is uncertainty as to whether housing provision would cater for the forecast increase in households that is likely to be experienced.
- 5.88 It is anticipated that the level of housing provision within the Borough is unlikely to have a significant impact on the affordability of housing. It would have a more direct impact on the availability of affordable housing. The Borough Local Plan 2006 (policies ESN05 and ESN04) provides a framework to support additional rural affordable housing and for a proportion of additional residential development to be affordable. As such, it would be anticipated that additional affordable housing would continue to be provided but there is uncertainty over the quantity and location.

Local Economy

- 5.89 The local economy is being affected by wider trends as a result of the economic downturn. There has been less impact than expected on the economic performance of the Borough (in terms of gross value added) but there has been a more significant impact on employment levels. The latter is likely to have a knock on effect looking forward⁸⁶. This is demonstrated in Figure 10. More recent forecasts on growth in jobs suggests there is likely to

⁸³ Based on ONS 2011-based sub-national population projections and CLG 2011 -based household projections (for headship rates).

⁸⁴ Test Valley Local Housing Requirements: Update Report 2013, NLP, 2013 (from Scenario Bi).

⁸⁵ Test Valley Local Housing Requirements: Update Report 2012, NLP, 2012 (from Scenario Bi, particularly within Appendix 2).

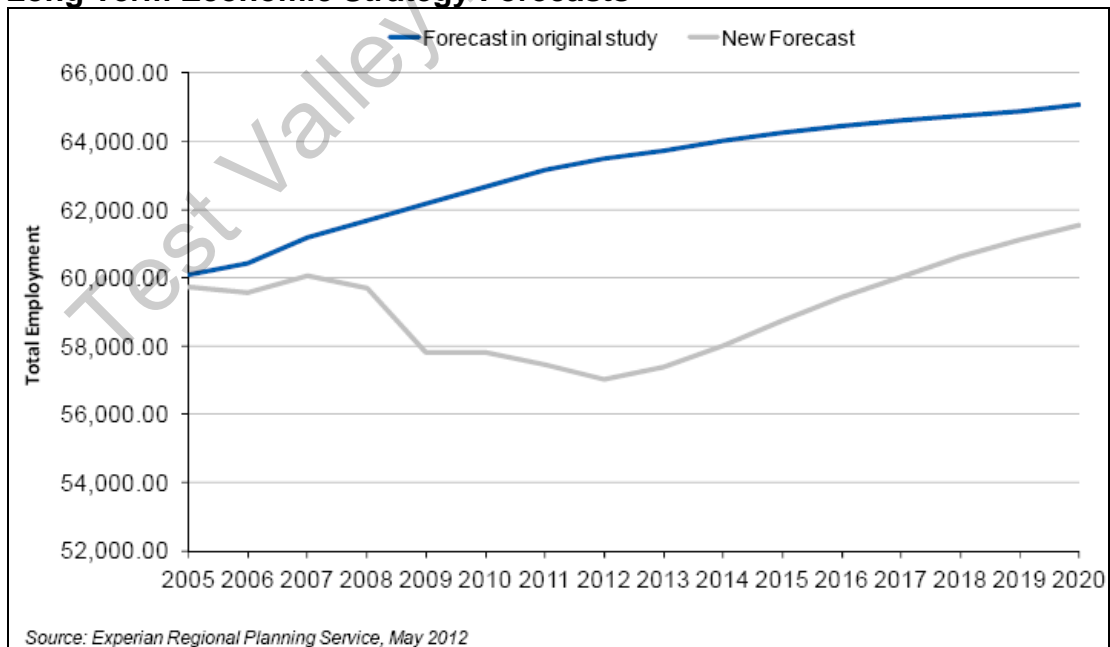
⁸⁶ Test Valley LTES: Update 2012, Experian, 2012 (available:

<http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-economy/>).

be a higher number of jobs than data in 2012 set out, but with a similar rate of growth in jobs, particularly towards the latter period.

- 5.90 Trends towards an ageing population and uncertainty about future housing numbers have the potential to impact on the available labour force for the Borough. This may have knock on effects on the local economy and commuting rates.
- 5.91 As noted above, there are outstanding allocations within the Borough Local Plan for additional employment sites (including sites which have permission that have not been fully implemented). There are also policies within the Borough Local Plan supporting additional employment sites within settlements, the redevelopment of sites within the countryside and the re-use of buildings for employment purposes (see policies ESN16, SET07, SET09 and SET10). On this basis, it is assumed that additional land for economic development purposes is likely to continue to come forward in the future.
- 5.92 In the short term, changes in permitted development rights in relation to the conversion of office to residential uses may have an impact on the availability of office space, with an additional supply (for a temporary period) of dwellings.
- 5.93 Mechanisms are in place through the Borough Local Plan and other programmes to support the delivery of the Council's intention to rejuvenate the Walworth Business Park in Andover, which has experienced high levels of vacancy.

Figure 10: Forecast Total Employment Levels for Test Valley Using the Long Term Economic Strategy Forecasts⁸⁷



Education and Lifelong Learning

⁸⁷ Test Valley LTES: Update 2012, Experian, 2012, Figure 2.2, page 15.

- 5.94 The Borough Local Plan does not include any specific policies or proposals linked to education and learning other than ensuring that appropriate infrastructure is provided to support new developments within the Borough. There are a number of other plans and programmes in place seeking to promote educational performance and access to skills development. At this time there is not sufficient certainty over likely evolution in relation to this topic within the Borough.

Community Safety

- 5.95 There is uncertainty how likely evolution in the Borough in relation to this topic. In recent years crime rates within the Borough have been falling. Policies are in place within the Borough Local Plan 2006 to ensure that schemes are designed to minimise the risk of crime, which would continue to apply. Work also continues through the Test Valley Community Safety Partnership in relation to Test Valley specific matters.

Health and Wellbeing

- 5.96 As noted above, the health of residents within the Borough is generally good and has generally been improving (including in terms of life expectancy). There are no specific policies within the Borough Local Plan 2006 directly linked to health; however there are a number that may have an indirect effect, including supporting the availability of infrastructure for new development, providing public open space and promoting pedestrian and cycle routes. On this basis it would be anticipated that, subject to other factors, existing trends are likely to continue at least in the short to medium term. However, there is low confidence in this.

Leisure and Culture

- 5.97 Policies within the Borough Local Plan 2006 require the provision of public open space to support new residential development (policy ESN22), with existing provisions to be retained (policy ESN21, also supported in the NPPF). Access to leisure and recreation provisions is variable across the Borough and this is likely to remain the case in the future. The Scoping Report highlighted that there is anecdotal evidence of increased demand for allotments – there are no provisions within the Borough Local Plan to support the provision of additional allotments, which is currently dependent on additional provisions being made by other parties.

Transport and Accessibility

- 5.98 As noted above traffic levels are anticipated to increase in conjunction with additional development within the Borough. Similarly, the proportion of trips to work undertaken by car is anticipated to continue to remain relatively high, reflecting the rural nature of the Borough. There has also been a trend towards higher levels of car ownership within the Borough, based on Census results.

- 5.99 Policies within the Borough Local Plan 2006 and the NPPF seek to ensure development is located with access to a range of facilities and services, with opportunities to take advantage of more sustainable modes of travel. Additional larger scale development within the Borough, that incorporates additional community facilities and services, has the potential to improve the accessibility of such provisions to existing residents.
- 5.100 There are no new major travel related infrastructure proposals planned within or in close proximity to the Borough in the foreseeable future, although there are planned improvements to existing provisions, including the enhancement of Andover Bus Station and improvements to junction 3 of the M27.

In-Combination Effects on the Evolution of the Environment

- 5.101 All of the above considerations also need to give regard to development and other plans and programmes that are likely to occur beyond the Borough boundary. This will include development within other local authorities (see Figure 2 for housing figures for neighbouring authorities). This development is likely to result in a cumulative effect on resources, including the water environment. Additional traffic levels within and beyond the Borough are also likely to be higher when accounting for development outside the Borough, which may result in further increases in air pollution. The Habitat Regulations Assessment process has also highlighted the potential for in-combination effects on international and European nature conservation sites, including as a result of recreational use and indirect air quality effects.
- 5.102 Development within neighbouring authorities in conjunction with that which may come forward within the Borough has the potential to support the economy within the Local Economic Partnerships that cover the Borough.

6 Testing the Plan Objectives against the Sustainability Objectives

What the SEA Directive says (Tasks B1-B5 and C):

“...an environmental report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives taking into account the objectives and the geographical scope of the plan or programme, are identified, described and evaluated” (Article 5.1). Information to be provided in the Environmental Report includes “an outline of the reasons for selecting the alternatives dealt with” (Annex I (h))

“The environmental report shall include information that may reasonably be required taking into account current knowledge and methods of assessment, the contents and level of detail in the plan or programme, [and] its stage in the decision-making process” (Article 5.2).

Information to be provided in the Environmental Report includes:

- “the likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors. These effects should include secondary, cumulative, synergistic, short, medium and long-term, permanent and temporary, positive and negative effects” (Annex I (f) and footnote)
- “an outline of the reasons for selecting the alternatives dealt with” (Annex I (h))
- “the measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme” (Annex I (g))

- 6.1 The objectives of the plan (in this case the Revised Local Plan DPD), which underpin what the plan and the policies it contains intend to achieve, should be tested for compatibility with the sustainability objectives (as set out in the Scoping Report and listed in Chapter 4). This task helps to test whether there is compatibility between the plan objectives and the local sustainability objectives. This stage of the appraisal represents Task B1, with the assessment of compatibility presented in Table 2.
- 6.2 Where there are potential conflicts this can inform further work in the preparation of the Plan. It does not necessarily mean that objectives need to be amended. In some cases, adverse effects may be mitigated, and tensions between the objectives resolved. If development takes place in accordance with all of the strategic objectives, any potential incompatibility may not necessarily be an insurmountable issue. However, this matter may need to be considered in the development of policies that comprise the Local Plan.

6.3 As set out within Chapter 1 of this report, the Revised Local Plan DPD objectives are:

1. Providing for the future housing needs, types and tenures within the Borough.
2. Promote appropriate scale of development in settlements in keeping with their size, character and function.
3. Create sustainable communities, locating development where daily needs for employment, shopping, leisure, recreation, education, health and other community facilities are accessible by sustainable modes of transport.
4. Providing a range of job opportunities.
5. Supporting Andover and Romsey town centres and Stockbridge local centre to enable them to remain successful destinations.
6. Conserve and enhance the built and historic environment, conserve and enhance the local character, identity and cultural heritage.
7. Ensure development takes full account of climate change including through implementing water efficiency measures.
8. Protect high standards of water and air quality.
9. Conserve and enhance the countryside and landscape and improve access to it.
10. Conserve and enhance biodiversity.
11. Provide for leisure, recreation, culture and tourism needs.
12. Creating opportunities for improving the health and wellbeing of communities
13. Encourage use of public transport, cycling and walking networks to help reduce reliance on cars and provide choice.
14. Create high quality, low crime environments and spaces.
15. Raise skill levels and reduce economic disparities across the Borough.

6.4 There are some minor changes to the detailed wording of the objectives proposed for the latest version of the Revised Local Plan relative to the previous draft document (Regulation 18 document). This has not resulted in a substantial change with regard to the sustainability objectives.

6.5 The appraisal of plan objectives is provided in Table 15. The appraisal consists of a matrix testing the compatibility of each plan objective with each sustainability objective. An assessment of the cumulative impact of the plan objectives is provided in Table 16. The key within these tables is explained in Table 14.

Table 14: Key to Compatibility Assessment of Plan and Sustainability Objectives

✓	Broadly Compatible – pursuing the Revised Local Plan objective is likely to help achieve the sustainability objective
i	Depends on Implementation – by pursuing the Revised Local Plan objective there may be mixed implications for the sustainability objective, depending on how it is pursued
X	Potential conflict – pursuing the Revised Local Plan objective may work against or prevent the sustainability objective being achieved
	No relationship – the Revised Local Plan objective is unlikely to have any direct influence on this sustainability objective

Table 15: Plan Objectives Compatibility Matrix

Local Plan Objectives	Sustainability Objectives (summary of objective; for full wording and indicative tests see SA Scoping Report, June 2011)														
	1. Flood Risk	2. Climate Change & Renewables	3. Land and Soil	4. Use of Resources	5. Water	6. Biodiversity	7. Air Quality	8. Landscape and Settlement Character	9. Historic Environment	10. Decent and Affordable Homes	11. Social Exclusion, Health & Wellbeing, Crime.	12. Economy	13. Culture and Leisure	14. Accessibility & Sustainable Transport	15. Education & Skills
1	i	X	i	X	X	i	X	i	i	✓	i	i	i	i	
2	i	i	i	i	i	i	i	i	i	i	i	i	i	i	
3	i	✓	i	i	i	i	✓	i	i	i	✓	i	✓	✓	i
4	i	X	i	X	X	i	X	i	i		i	✓	i	i	i
5	i	X	i	X	X	i	X	i	i			✓	i	i	
6							✓	✓				i			
7	✓	✓	✓	✓	✓	✓									
8		i			✓	✓	✓						i		
9		i	✓			i		✓		i			✓		
10	i	✓	✓		✓	✓	i	✓					i		
11	i	i				i		i			✓	✓	✓		
12							i				✓		i	i	
13		✓					✓						✓	✓	
14										i	✓	i			
15											✓	✓			✓

Table 16: Assessment of the Cumulative Compatibility of the Plan Objectives

Sustainability Objective (for indicative tests see SA Scoping Report, June 2011)	Cumulative Compatibility	Commentary
1. Avoid and reduce the risk of flooding and the resulting detrimental effects to public wellbeing, the economy and environment.	i	The Local Plan objectives do not explicitly refer to flood risk, however plan objectives 6 and 7 may indirectly support this sustainability objective. The plan objectives do promote some development; therefore the implication of this would influence the compatibility with this objective. National guidance is clear on the approach to flood risk; therefore the risk of a conflict with the sustainability objectives is low.
2. Support the mitigation against and adaptation to climate change. Promote energy efficiency and renewable energy sources.	i	The Local Plan objectives set out that development will need to take account of climate change, which would be compatible with this objective. There are a number of objectives within the Local Plan that have a potential conflict with this including the promotion of new development resulting in additional energy consumption and the protection of the landscape and historic environment potentially affecting the promotion of renewable energy sources. Others may support the objective, such as the objectives seeking to locate development in sustainable locations, thereby reducing the need to travel.
3. Improve the efficient use of land and conserve soil resources.	i	The Local Plan objectives do not explicitly refer to these matters. Objectives promoting development may conflict with this objective. There may be indirect implications from some of the Local Plan objectives that influence this matter which could be positive (e.g. conserving and enhancing biodiversity).
4. Promote the efficient and sustainable use of resources, whilst ensuring the sustainable management of waste.	✓	Development will involve the demand for additional resources but the Local Plan objectives promote the more efficient and sustainable use of resources.
5. Protect and enhance the water environment and ensure the sustainable management of water resources.	✓	A number of the Local Plan objectives promote development which is likely to increase consumption of water and potentially affect water quality. However, this needs to be balanced against other objectives which would support this including in relation to water quality, biodiversity and addressing sustainability issues.
6. Conserve and enhance the Borough's biodiversity.	✓	While development likely to come through the Local Plan has the potential to have an effect on biodiversity, the objectives when read together should help to ensure

		compatibility with this sustainability objective.
7. Reduce air pollution and ensure air quality is maintained or enhanced.	i	There is the potential for a conflict within this objective as more development of all types may result in more traffic, which is likely to have an impact on air quality. Other Local Plan objectives seek to protect air quality and to minimise this potential conflict by promoting development in more accessible locations, with access to non-car modes of travel. Therefore the cumulative impact is likely to depend on implementation and the relative weight given to different objectives.
8. Conserve and enhance the Borough's landscape and settlement character.	✓	As for sustainability objective 6, some of the plan objectives promote development which could conflict with this objective (depending on their implementation). However, there are a number of Local Plan objectives that would support the compatibility with this sustainability objective. When taken together the objectives are considered to be broadly compatible with this objective.
9. Conserve and enhance the historic environment.	✓	As above, the objectives supporting development could result in a risk to the compatibility with this objective depending on how they are implemented. There is a specific Local Plan objective that is seeking to achieve the same as this sustainability objective. Therefore, when taken together the objectives are considered to be broadly compatible with this objective.
10. Ensure that everyone has the opportunity to live in a decent, sustainability constructed and affordable home suitable to their needs.	✓	The objectives of the Local Plan seek to promote housing to meet future needs, including affordable homes. It is noted that some of the plan objectives (e.g. that seek conservation of the environment) may restrict development.
11. Reduce poverty and social exclusion, whilst maintaining and seeking to improve the health and wellbeing of the population, particularly in areas of deprivation within the Borough. Reduce crime and the fear of crime.	✓	The Local Plan objectives are likely to be compatible with this sustainability objective, through seeking to provide for housing and employment needs, create high quality spaces and provide sustainable communities with associated infrastructure.
12. Ensure the local economy is thriving with high and stable levels of growth. Raise levels of enterprise and productivity promoting a diverse economy (including tourism) with high value and low impact, whilst stimulating economic regeneration.	✓	The Local Plan objectives seek to promote employment whilst seeking to conserve and enhance features of the Borough linked to tourism. It is noted that some of the plan objectives (e.g. that seek conservation of the environment) may restrict development.

13. Enable residents and visitors to have access to and enjoy a wide range of high quality cultural and leisure activities.	✓	The objectives promote leisure, recreation and cultural needs whilst also seeking to promote accessibility of such activities and facilities. As such, this matter is likely to be compatible with the sustainability objective.
14. Improve access to all services and facilities, whilst improving the efficiency and integration of transport network and the availability of sustainable modes of transport.	✓	The Local Plan objectives seek to promote development in sustainable locations whilst also promoting more sustainable modes of travel, therefore they are likely to be compatible with this sustainability objective.
15. Raise educational achievement levels and develop the opportunities for everyone to acquire the skills they need throughout life, supporting the development of a skilled workforce.	✓	The Local Plan objectives are likely to be broadly compatible with this as they seek to raise skill levels and ensure development is located where education facilities are accessible.

- 6.6 The appraisal of the plan objectives has identified that whilst they are compatible with the sustainability objectives and are likely to contribute to achieving sustainable development, there are some areas of potential conflict (e.g. plan objectives 1 and 4 with some of the environment focused sustainability objectives as shown in Table 15). This is inevitable considering the need to balance social, economic and environmental objectives and to accommodate growth whilst protecting the high quality of the Borough's environment. As noted above, the potential conflict between objectives is not necessarily an insurmountable issue, particularly when they are considered together.
- 6.7 In a number of cases it is difficult to judge the degree of compatibility between the sustainability and plan objectives as a whole given the broad level of detail and some uncertainty as to how they will be implemented. For example, development within the Borough has the potential to adversely affect the landscape if delivered in an inappropriate way, however, other objectives seek to conserve and enhance the landscape of the Borough.
- 6.8 Taking account of the general compatibility between the objectives, it is not recommended to make any changes to the Revised Local Plan objectives.
- 6.9 The process of assessment of the Revised Local Plan objectives against the sustainability objectives has highlighted where the Revised Local Plan proposals need to have clear regard to the sustainability objectives and inform decisions around potential mitigation measures.
- 6.10 In addition to considering the plan objectives in comparison to the sustainability objectives, there has also been a high level consideration of the potential for conflicts with the objectives of the other key plans and programmes that have been considered (see discussion on Stage A). As noted above in relation to the plan and sustainability objectives, there are some areas of conflict with plans and programmes having different areas of focus (e.g. promoting growth or seeking to conserve the environment). Therefore, some conflict of the objectives associated with these plans and programmes is inevitable.

- 6.11 It is recognised that the weight given to objectives can vary significantly when taking account of the purpose of the plan / programme. It is also acknowledged that the Revised Local Plan may also have a role in supporting the delivery of the objectives of some of the plans and programmes identified.

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7 Appraising Plan Options

- 7.1 The next stage of the process involves appraising options that the Council has identified based on alternative ways of supporting the delivery of the plan objectives. This assessment has been undertaken based on the opportunities and constraints in the plan area, whilst also giving consideration to all reasonable alternatives.
- 7.2 Based on the stages of sustainability appraisal identified in Chapter 2, the tasks involved in this aspect of the work include:
- B2: Develop strategic options / alternatives
 - B3: Predict effects of the draft plan
 - B4: Evaluate the effects of the draft plan
 - B5: Consider ways of mitigating adverse effects
- 7.3 This is an iterative process, which makes use of the sustainability objectives and the assessment of the potential for significant effects on the environment, in appraising the alternative options identified, to help inform the choices made in developing the plan (acting as a tool in the decision making process).
- 7.4 The following chapters provide a commentary of the appraisal findings and explain why some of the options were rejected and why others have been preferred.
- 7.5 It is acknowledged that there is a degree of subjectivity to the sustainability appraisal process; therefore the commentary provided attempts to highlight where assumptions have been made and how recommendations have been reached. As noted earlier within this report, the evidence base has been drawn on to inform the consideration of options, therefore assumptions made within these documents will have fed into this work. This includes in relation to the likely implications of current economic conditions and recovery rates, as well as how the population of the Borough is likely to change in the future. Similarly professional judgement has been used.
- 7.6 As was identified in Chapter 2, as part of the appraisal of options against the sustainability objectives, a summary of the performance is indicated through the use of symbols (duplicated in Table 17). These symbols represent a broad indication of performance and need to be read in conjunction with the commentary. They should not be 'summed up' to indicate a 'score'. While consideration against the sustainability objectives and in relation to the baseline has considered the potential to provide mitigation measures to lessen the risk of adverse effects, this has not been reflected within the use of the symbols to summarise performance.

Table 17: Key to Appraisal Symbols

Performs very well	++
Performs well	+
Mixed performance	+/-
Performs less well	-
Performs poorly	--
Depends on implementation	i
Uncertain	?
No Effect	O

- 7.7 The proceeding chapters look at the different matters in turn, comprising:
- The scale of residential development and strategic sites to provide for this (Chapters 8 and 9)
 - Approach to defining where the principle of development is acceptable (Chapter 10)
 - The scale of economic development land and strategic sites to provide for this (Chapter 11)
 - The need for land and sites to provide for other uses (Chapters 12 and 13)
 - Assessment of strategic and development management policies used to determine planning applications (also relevant to any proposed allocations) (Chapter 14)
- 7.8 The tables assessing the alternatives have been included within the appendices to this document.

8 Scale of Residential Development

Background and National Guidance

8.1 Following the revocation of the Regional Strategy⁸⁸, a key role of the Revised Local Plan is to establish the appropriate scale of residential development within the Borough over the plan period.

8.2 The National Planning Policy Framework (NPPF) establishes at paragraph 14 that as part of the presumption in favour of sustainable development:

“local planning authorities should positively seek opportunities to meet the development needs of their area”

and

“Local Plans should meet objectively assessed needs, with sufficient flexibility to adapt to rapid change, unless:

- *Any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against policies in this Framework [the NPPF] when taken as a whole; or*
- *Specific policies in this Framework indicate development should be restricted.”*

8.3 Section 6 of the NPPF provides more detail on planning for housing, including that local planning authorities should *“use their evidence base to ensure their Local Plan meets the full, objectively assessed needs for market and affordable housing in the housing market area, as far as is consistent with the policies set out in this Framework [the NPPF]”* (paragraph 47).

8.4 Paragraph 159 within the NPPF provides guidance on the use of evidence to inform the consideration of housing need. This focuses on the preparation of a Strategic Housing Market Assessment (SHMA) and a Strategic Housing Land Availability Assessment (SHLAA).

8.5 The NPPF provides guidance on the factors that should be considered as part of the local evidence base informing the determination of the need for housing. This includes consideration of household and population projections, the need for all types of housing and the demand for housing (paragraph 159). This also needs to be set against the aspirations within the NPPF to support sustainable economic development (paragraph 17, core planning principles).

8.6 The new draft Planning Practice Guidance (as at August 2013)⁸⁹ also gives consideration to the approach to assessing housing need. This refers to a

⁸⁸ For information, the South East Plan set a housing figure for the Test Valley of 10,020 dwellings (or 501 dwellings per annum) for the period 2006 – 2026. This was sub-divided to include a figure of 3,920 dwellings (196 dwellings per annum) within Southern Test Valley (contributing to the total for the South Hampshire sub-region) and 6,100 dwellings (305 dwellings per annum) for Northern Test Valley.

⁸⁹ Available at: <http://planningguidance.planningportal.gov.uk/>. It is noted that limited weight is attached to this guidance at this time.

number of considerations, including demographic data sets, likely growth in jobs and affordable housing need. As set out below, the Council has looked at a range of scenarios based on work undertaken by consultants which has covered these areas. The Council considers that this approach is consistent with the new draft guidance.

Local Evidence

- 8.7 In line with the guidance within the NPPF (and previous guidance), the Council has produced several SHLAAs and been involved in the production of SHMAs covering the Borough (including updates to the SHMAs). The most recent documents have been prepared in 2013 using the most up to date data. A range of other background studies have also been produced which can help inform the approach to the consideration of housing numbers, including the studies on housing number scenarios, Employment Land Review and Long Term Economic Strategy (both of which were updated in 2012).
- 8.8 The SHLAA serves to help identify the availability of land promoted for development, it is also drawn upon when considering specific sites for allocation (see Chapter 9).
- 8.9 A Test Valley wide SHMA⁹⁰ has been prepared, which accounts for the links with Housing Market Areas covering the Borough. A SHMA has been prepared jointly with other local authorities for the South Hampshire sub-region⁹¹, which covers the part of the Borough that forms part of the South Hampshire Housing Market Area.

Housing Market Areas

- 8.10 As noted above, housing market areas are a key consideration for assessing the need for housing across the Borough. For Test Valley, housing market areas reflect the relationship with surrounding areas. This is particularly the case in relation to the links between southern Test Valley and the rest of urban south Hampshire. This relationship is well-established and has previously been identified within the South East Plan and Hampshire Structure Plans. The South Hampshire SHMA identifies two overlapping housing market areas within South Hampshire based around Southampton and Portsmouth. Southern Test Valley is identified as falling within the Southampton housing market area.
- 8.11 The rest of the Borough has previously been identified as falling within the Central Hampshire Housing Market Area. The extent of the housing market area for the rest of the Borough is less well defined. There are linkages with areas beyond the administrative boundary (e.g. with Ludgershall / Tidworth) however these are more limited and less well defined than the interactions seen for the South Hampshire area. Based on the 2001 Census it is recognised that Andover is relatively self-contained in terms of its live-work patterns (with relatively low levels of out commuting). Taking this into account,

⁹⁰ Test Valley Strategic Housing Market Assessment (SHMA) 2013, Justin Gardner Consulting.

⁹¹ South Hampshire Strategic Market Assessment 2013, GL Hearn.

it was appropriate to focus on the Borough taking account of neighbouring authorities⁹².

Identifying Alternative Options for the Borough Housing Requirement

- 8.12 There is no specific guidance provided on what alternative options should be developed or tested beyond the general terms of the NPPF and the process identified within the draft National Planning Practice Guidance.
- 8.13 To ensure consistency with the advice within the NPPF, there was a need to consider the implications different approaches to identifying housing need. Specific reference is made to demographic projections and addressing the need for all types of housing (including affordable housing). It has also been considered appropriate to look at economic growth led approaches to housing numbers based upon future jobs growth and labour supply (working age population). As such, the Council has sought to develop a wide range of scenarios based on economics, demographics, housing need and past delivery.
- 8.14 There are a number of approaches to developing alternative scenarios for housing need based on demographic, housing need and economic drivers. An evidence based approach needs to be taken, therefore available, robust data sets are an important factor in identifying appropriate options.
- 8.15 Whilst past delivery trends have been considered, they do not reflect likely future trends. They show how the housing market has responded in the past over a number of years. As such it can be used as part of the evaluation of the level of development the local housing markets can accommodate.
- 8.16 For demographic projections, nationally produced data is available via ONS and CLG in terms of natural changes, migration and household projections – these sources are referred to within the draft Planning Practice Guidance and have been drawn on in the consideration of housing scenarios. The most recent sub-national population projections⁹³ available from the ONS are based on 2011, drawing on the Census. The most recent household projections (based upon headship⁹⁴ rates) are the 2011 based figures from CLG⁹⁵.
- 8.17 In addition to using sub-national population projection figures for migration, past trends in actual migration levels can provide a comparison or a check for the assumptions that are being made. This is particularly as a significant proportion of the change in population within the Borough in the recent past has been linked to net in migration rather than natural demographic change.

⁹² Test Valley SHMA 2013, Justin Gardner Consulting.

⁹³ Provides data on fertility, mortality and migration.

⁹⁴ Headship rates or 'heads of household' inform the size of households, which has implications for the number of homes needed for a certain population size.

⁹⁵ The Test Valley SHMA gives consideration to household projections from 2008 as well as 2011 in order to consider whether there has been suppression of household formation in the past.

- 8.18 An option based on zero net migration can be considered. This effectively looks at the implications of changes in fertility, mortality and changes in household size only. It is noted that this is unlikely to occur in reality; therefore it may be most appropriate to consider it for comparison purposes only.
- 8.19 Developing housing number scenarios based on economic growth involves consideration of a number of factors, including forecast changes in the economy (including rates of growth and how different sectors are affected) with implications on likely number of jobs available, the available labour supply, employment rates (including unemployment levels) and levels of commuting. A number of alternative scenarios can be prepared based on different assumptions about variables.
- 8.20 The Long Term Economic Strategy (and the 2012 update) gives an indication of likely changes in the (local) economy and implications for jobs growth across the Borough. More recent jobs forecast data is available (Experian, 2013), which can also be used to inform likely housing requirements. A number of assumptions need to be made to convert this data to housing figures, as noted above this includes factors linked to employment rates, the size of the labour force and commuting patterns.
- 8.21 Lower jobs growth assumptions can also be considered, including a zero net employment growth scenario. The latter would not be an aspiration (particularly in light of the support for economic growth within the NPPF) but provides a comparison for the level of housing that would be required to support the local economy without any growth (for example reflecting changes in the labour force as a result of an ageing population).
- 8.22 SHMAs are the key source of information when looking at housing figures based on housing needs (including affordable housing). Options for housing requirements can be based on the housing need identified in the SHMA, as well as an option based around delivering the housing need (i.e. providing enough market housing to deliver the affordable housing need identified based on the likely policy approach).
- 8.23 These assessments are based on consideration of the quantity of housing needed for households who are unable to access suitable market housing based upon their income. Government guidance on Strategic Housing Market Assessments provides a model used to assess this (known as the basic needs assessment model). Regard is given to income levels, the cost of housing, along with other factors to identify the current need and likely future need, so as to inform the likely requirements.

Previous Stages of the Plan Development

- 8.24 To feed into previous stages of preparing the Revised Local Plan, the Council commissioned a consultant to support the preparation of a range of scenarios based on demographic, economic and housing drivers. The consultant (Nathaniel Litchfield and Partners (NLP)) prepared scenarios based on the

latest available information through a number of reports alongside the plan preparation.

- 8.25 As part of the Sustainability Appraisal Report for the Core Strategy Regulation 25 consultation scenarios prepared by NLP in 2011 were utilised, which considered the scale of residential development based on demographic, housing and economic drivers⁹⁶. The scenarios were updated in 2012⁹⁷, which fed into the SA for the Revised Local Plan (Regulation 18) document. Table 18 summarises the scenarios that were identified in the 2012 report by NLP for information, all of these scenarios were appraised as part of the SA Report.

Table 18: Housing Scenarios considered as part of Revised Local Plan (Regulation 18) consultation document⁹⁸ - Council's preferred option through the Regulation 18 consultation is shown in bold text

Scenario	Basis for Scenario	Dwelling Per Annum
A. Baseline	ONS 2008-based sub-national population projections	522
B. Updated Baseline	Most recent projections of demographic change ⁹⁹	368
C. Long Term Past Migration Trends	Average migration trends over past 10 years	381
D. Short Term Past Migration Trends	Average migration trends over past 4 years	290
Ei. Experian Long Term Economic Strategy	Forecast job growth (331 per annum)	706
Eii. Experian Long Term Economic Strategy 2012 Update	Forecast job growth (359 per annum)	729
F. Economic Growth	Lower job growth of 150 per annum	557
G. Housing Need	Based on SHMA	360 - 670
H. Delivering Housing Need	Based on SHMA	950 – 1,675
I. Past Delivery Trends	Based on dwelling completions	491

Latest Local Evidence Base on Housing Scenarios

- 8.26 Through the Test Valley SHMA, a number of scenarios have been developed based on demographic and economic approaches. The SHMA also provides the housing need scenario, as discussed above.

⁹⁶ Test Valley Local Housing Requirements, Nathaniel Litchfield and Partners (NLP), 2011 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-communities/>).

⁹⁷ Test Valley Local Housing Requirements: Update Report 2012, NLP, 2012.

⁹⁸ Based on information within Test Valley Local Housing Requirements: Updated Report, 2012, NLP, 2012.

⁹⁹ ONS 2010 based sub national population projections.

- 8.27 In addition, a 2013 update of the work undertaken by NLP has been prepared¹⁰⁰, using the latest available information. This latest report has been drawn upon in this report. As a result of updates in the underlying data, the scenario outputs have changed in comparison to previous reports (note: the scenario codes are not necessarily directly comparable with the previous codes). For example, through the use of the latest demographic data sets, there has been a reduction in the number of dwellings identified through the demographic based scenarios.
- 8.28 All the scenarios presented within the SHMA and most recent report prepared by NLP have been summarised below. These have been grouped into demographic, economic, housing and other scenarios. Descriptions of the scenarios are provided, for more information please refer to the appropriate reports. A more detailed summary of all of the scenarios, including the data sources used, is provided in Appendix 5.

Table 19: Demographic Led Scenarios for Borough Wide Housing

Source of Option	Scenario Coding	Description	Per Annum (pa) Housing Figure for Test Valley Borough
NLP (2013)	A	ONS 2010-based Sub National Population Projection (SNPP), and 2011-based headship rates	308 pa
TV SHMA	PROJ 1	ONS 2010 and 2011-based SNPP (updating migration assumptions), trending forward 2011-based headship rates	358 pa
TV SHMA	PROJ 2	2011-based SNPP (accounting for 2011 mid-year population estimate), trending forward 2011-based headship rates	418 pa
NLP (2013)	Bi	2011-based SNPP, indexing 2011-based headship rates	401 pa
TV SHMA	PROJ 2a	As PROJ 2 but using revised headship rates post 2021	453 pa
TV SHMA	PROJ 2b	As PROJ 2 but using revised headship rates post 2011	485 pa
NLP (2013)	Bii	2011-based SNPP, trending forward 2011-based headship rates	361 pa
NLP (2013)	C	Long term migration trends (past 10 years)	316 pa
TV SHMA	PROJ 3	10 year migration trends	331 pa
NLP (2013)	D	Short term migration trends (past 4 years)	234 pa
TV SHMA	PROJ 4	5 year migration trends	297 pa
TV SHMA	PROJ X	Zero net migration	147 pa

¹⁰⁰ Test Valley Local Housing Requirements: 2013 Update, NLP, 2013.

Table 20: Economic Led Scenarios for Borough Wide Housing

Source of Option	Scenario Coding	Description	Per Annum (pa) Housing Figure for Test Valley Borough
NLP (2013)	Ei	Based on Experian Long Term Economic Strategy (LTES) (2007) (average job growth of 331 pa)	671 pa
NLP (2013)	Eii	Based on Experian LTES 2012 Update (average job growth of 359pa)	694 pa
TV SHMA	PROJ C	Based on Experian LTES 2012 Update (average job growth of 359pa)	591 pa
TV SHMA	PROJ Ca	As PROJ C but assuming a higher rate of employment	511 pa
NLP (2013)	F	Economic growth based, with average job growth of 150pa ¹⁰¹	527 pa
TV SHMA	PROJ A	Linked to April 2013 Experian jobs forecast (average job growth of 439pa) - 1:1 ratio of jobs to local workers	647 pa
TV SHMA	PROJ Aa	As PROJ A but assuming a higher rate of employment	566 pa
TV SHMA	PROJ B	Linked to April 2013 Experian jobs forecast (average job growth of 439pa) - constant commuting pattern	670 pa
TV SHMA	PROJ Ba	As PROJ B but assuming a higher rate of employment	588 pa
NLP (2013)	Eiii	Based on 2013 Experian jobs forecast (average job growth of 439pa)	758 pa
TV SHMA	PROJ Y	Zero net employment growth	280pa

Table 21: Housing Led Scenarios for Borough Wide Housing

Source of Option	Scenario Coding	Description	Per Annum (pa) Housing Figure for Test Valley Borough
NLP (2013)	G	Housing need based on TV SHMA	292 pa ¹⁰²
NLP (2013)	H	Delivering housing need (i.e. housing need figure delivered as 35% of total housing figure, with 65% from private housing ¹⁰³)	834 pa

¹⁰¹ This option was developed to reflect a lower growth rate in jobs, using approximately half of the jobs growth rate envisaged within the Long Term Economic Strategy (2007).

¹⁰² Based on meeting the backlog over the plan period and the annual newly arising need.

¹⁰³ For more information see the Housing Paper, available on the Council's website at: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/>

Table 22: Other Scenarios for Borough Wide Housing

Source of Option	Scenario Coding	Description	Per Annum (pa) Housing Figure for Test Valley Borough
NLP (2013)	I	Past delivery trends (based on 2001/02 to 2012/13)	406 pa
TV SHMA	PROJ Z	Past completions (based on 2001/02 to 2011/12)	382 pa

- 8.29 It should be recognised that the scenarios are outputs of models, based on various assumptions, and provide a guide of the likely housing figure based on the approach taken. For example, scenarios Bi and Bii prepared by NLP utilise the same base data but make different assumptions about household formation rates, resulting in a difference of 40 dwellings per year between the scenarios. The same applies in relation to scenarios PROJ A and B through the SHMA but in relation to commuting patterns.
- 8.30 The Test Valley SHMA recommends that the Council should be considering a Borough wide housing figure of between 420 and 590 dpa. The 2013 report prepared by NLP, recommended that the Council should be considering a Borough wide housing figure of between 360 and 700 dwellings per annum (dpa) in order to meet objectively assessed housing needs.

Considering the Split of the Borough Wide Figure within the Housing Market Areas in Test Valley

- 8.31 In addition to considering the housing need across the Borough as part of the Revised Local Plan, as is noted above the NPPF identifies that this should be considered on the basis of the housing market areas, in this case, primarily Northern Test Valley and Southern Test Valley.
- 8.32 Through the NLP Report (2013) it is identified that any split in the housing figure across the Borough in line with the housing market areas could be *'guided by a range of factors beyond purely statistical metrics'*, it goes on to refer to a number of other matters that should be considered including the *'visions and aspirations for different parts of the Borough, the relative sustainability and deliverability of growth in different areas'* (paragraph 4.17). The report goes on to identify that such matters may not reflect population, housing or land supply figures / proportions, however these metrics can be useful to inform the approach.
- 8.33 A variety of ways of splitting housing figures are identified within the NLP report, including based on existing population (64% in Northern Test Valley and 36% in Southern Test Valley based on parish boundaries). The report recommends that between 60% and 70% of new dwellings be delivered in Northern Test Valley based on factors considered, including population, land availability and past completions.
- 8.34 Through the SHMA covering South Hampshire (prepared by the Partnership for Urban South Hampshire (PUSH)), housing figures have been prepared for

the Southern Test Valley area. These scenarios align with the majority of those identified within the Test Valley SHMA¹⁰⁴. This can also be used to inform the distribution of housing numbers between the housing market areas based on the scenarios that have been developed – see Table 23.

Table 23: Scenarios for Southern Test Valley^{105,106}

Type of Scenario	Scenario Coding	Description	Per Annum (pa) Housing Figure	Proportion of Test Valley Wide Figure
Demographic	PROJ1	Linked to ONS-2010 and 2011 based SNPP	120 pa	34%
	PROJ2	Linked to SNPP with migration adjusted for mid-year population estimates	142 pa	34%
	PROJ2A	As PROJ2 but using 2008 household projections	168 pa	35%
	PROJ3	10 year migration trends	103 pa	31%
	PROJ4	5 year migration trend	90 pa	30%
	PROJX	Zero net migration	36pa	24%
Economic	PROJA	Linked to January 2013 Experian jobs forecast (1:1 ratio of jobs to local workers)	213 pa	33%
	PROJB	Linked to April 2013 Experian jobs forecast (using 2001 Census data on commuting pattern)	221 pa	33%
	PROJY	Zero employment growth	116 pa	41%
Housing	n/a	Housing need	97 pa	33%
Other	PROJZ	Past completions (based on last 10 years)	114 pa	30%

¹⁰⁴ Note that such comparisons cannot directly be made with the NLP (2013) scenarios that are based on different assumptions / modelling.

¹⁰⁵ Note that the South Hampshire SHMA uses Ward boundaries, rather than Parish boundaries, as this reflects the best available information. Therefore the resultant figures include the Parish of Braishfield. The boundaries of Southern Test Valley and the PUSH are not changed as a result of this. The proportions for Southern Test Valley identified as a result of this work are still considered on the basis of being the best available information.

¹⁰⁶ Based on PUSH SHMA, as presented in the Test Valley SHMA 2013, Justin Gardner Consulting.

- 8.35 As can be seen from Table 23, for many of the scenarios, just over 30% of the housing figure would be delivered within Southern Test Valley drawing on the scenarios within the SHMAs. This reflects the range recommended by NLP.
- 8.36 The NLP (2013) report highlights that the visions and aspirations for different parts of the Borough also need to be taken into account. In terms of Northern Test Valley, there is a desire for Andover to maintain its current level of self-containment of the labour market whilst also supporting growth. There is also an aspiration for a local population of sufficient size to sustain additional retail, leisure and cultural facilities. These aspirations would need to be balanced against any environmental or infrastructure capacity constraints (including in terms of phasing of development).
- 8.37 To aid in meeting local housing needs and supporting the retention of existing community facilities and services, there is a case for some additional housing in the rural areas of the Borough.
- 8.38 In Southern Test Valley, there is a need to balance housing needs of the area with environmental considerations, including higher pressures on available water resources, the potential for greater pressures on a number of European and international nature conservation designations, and retaining the local character.
- 8.39 As noted above Southern Test Valley forms part of the South Hampshire sub-region. When established, the PUSH partnership, had a number of objectives, including promoting economic growth of the area and taking a 'cities first' approach. This was reflected in the South Hampshire Strategy¹⁰⁷, which the Council needs to take into account in line with the duty-to-co-operate.
- 8.40 The Council has not highlighted any specific aspirations that would result in a significant deviation from the split of the housing figures between Northern and Southern Test Valley based on a comparison of the scenarios within the Test Valley and PUSH SHMAs, as set out in Table 23 above.

Identifying Reasonable Alternatives

- 8.41 Not all of the scenarios that have been set out above represent reasonable alternatives as a basis for assessing the need or demand for housing over the plan period.
- 8.42 As discussed above, scenarios based on past completions (scenarios I and PROJ Z) do not reflect housing need looking forward. Therefore are not considered to be a reasonable option for further testing.
- 8.43 Options based on zero net migration (PROJ X) (demographic led) and zero employment growth (PROJ Y) (economic led) are also not considered to be reasonable alternatives. Zero net migration based population forecasts is unlikely to occur in reality when looking at past and forecast trends in

¹⁰⁷ South Hampshire Strategy, PUSH, 2012 (available: http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm).

migration levels. Given the aspirations through national policy to promote sustainable economic growth, a framework based on zero growth is unlikely to be a reasonable approach to assessing housing need.

- 8.44 Scenario A of the NLP (2013) projections is based on data from 2010 populations. More recent data is available through the 2011 projections, which have been drawn on through the NLP 'B' scenarios (and scenarios through the Test Valley SHMA). As such, while scenario A is useful for comparative purposes, the Council considers it more appropriate to appraise the scenarios based on the most up to date information. On this basis, the NLP (2013) scenario A is not considered to be a reasonable alternative.
- 8.45 Reflecting this, the same approach is applied with regard to the economic scenarios prepared by NLP. Scenario Ei is based on data that has been superseded by the 2012 update to the Long Term Economic Strategy (LTES). On this basis, scenario Ei is not considered to represent a reasonable alternative for further appraisal.
- 8.46 Scenario F (prepared by NLP) was developed based around a lower average jobs growth across the plan period. This was derived from a figure just under half of the average jobs growth identified within the 2007 LTES. Latest jobs forecasts identified through the 2012 update of the LTES and the Experian 2013 data would suggest that a higher average growth in jobs is more likely. Taking account of this and the advice within the draft National Planning Practice Guidance regarding considering employment trends in determining housing numbers, it is considered that scenario F no longer represents a reasonable alternative.
- 8.47 The scenarios based on long and short term migration trends (from both NLP and the TV SHMA) (scenarios C, PROJ 3, D and PROJ 4) reflect the implications of the continuation of past migration trends, compared to the other demographic scenarios which are forward looking (e.g. using ONS sub-national population projections). It is noted that the use of past migration trends generates a lower housing figure (per annum) than derived from the national datasets for demographic projections. As these scenarios are based on assumptions that look back, rather than forward, and there is uncertainty about the likelihood that they will reflect likely future trends, at this time these scenarios are not considered to represent reasonable alternatives for the consideration of future housing need.
- 8.48 The housing need scenario identified through the SHMA (scenario G) is not considered to represent a reasonable alternative when considered alone. In order for this scenario to provide for identified housing needs within Test Valley, all of this figure would need to be delivered as affordable housing. This is not likely to be realistic. Therefore the scenario for 'delivering housing need' has been produced to consider a more likely approach to the scale of development required to provide enough homes to meet the affordable housing need.

- 8.49 Whilst economic scenarios based on the Experian 2013 data use more up to date information than that used within the Long Term Economic Strategy Update 2012 (both based on Experian data), both approaches have been identified as reasonable alternatives for appraisal reflecting the variability of economic led projections (in this case with a difference in the average jobs growth of 80 jobs per annum between the two sources, which are understood to be broadly comparable).
- 8.50 Therefore, the broad options that are to be assessed against the sustainability objectives as 'reasonable alternative' options comprise of demographic based scenarios using national data sources (i.e. 2011-based sub national population projections), economic scenarios based on the most up to date jobs forecasts (i.e. Experian 2013 based figures) and the Council's Long Term Economic Strategy 2012 Update, and the housing led scenario based delivering the housing need (based on the SHMA) in conjunction with market housing. These options account for scenarios developed through the Test Valley SHMA and work undertaken by NLP.
- 8.51 Where there is more than one scenario available linked to a specific data source they have been grouped to provide a range, rather than testing each individual scenario. As noted above, the scenarios represent the outputs of modelling based on a set of assumptions, rather than establishing an exact housing requirement from the initial data sources¹⁰⁸.
- 8.52 As such, the options that have been tested as part of this appraisal are:
- Demographic based scenarios: 358 to 485 dpa / 6,444 to 8,730 dwellings between 2011 and 2029
 - Long Term Economic Strategy 2012 Update scenarios: 511 to 694 dpa / 9,198 to 12,492 between 2011 and 2029
 - Latest jobs growth forecast scenarios: 566 to 758 dpa / 10,188 to 13,644 dwellings between 2011 and 2029
 - Delivering housing need scenario: 834 dpa / 15,012 dwellings between 2011 and 2029
- 8.53 A summary of the scenarios and the groupings, whether these have been considered reasonable alternatives, and the resultant ranges for assessment have been set out below in Tables 24 to 27 for information.
- 8.54 To reflect the housing market areas within the Borough, the testing of options has included the split between Northern and Southern Test Valley based on the proportions identified the SHMAs, as summarised in Table 23. This equates to 34% of the total figure in Southern Test Valley for the demographic scenario, 33% in Southern Test Valley for the economic scenarios and 33% in Southern Test Valley for the housing scenarios.

¹⁰⁸ It should also be noted that while the outputs are presented as a precise figure (to the nearest dwelling), this is an indication of the approximate figure.

Table 24: Summary of Demographic Led Scenarios

Data Source	Scenario Coding	Description	Per Annum (pa) Housing Figure	Total Over Plan Period (i.e. pa x 18)	Reasonable Alternative?	Reasonable Alternative Range
ONS 2010	A	ONS 2010-based Sub National Population Projection (SNPP), and 2011-based headship rates	308 pa	5544	No	n/a
2011 SNPP	PROJ 1	ONS 2010 and 2011-based SNPP (updating migration assumptions), trending forward 2011-based headship rates	358 pa	6444	Yes	358pa – 485pa (6,444 – 8,730)
	PROJ 2	2011-based SNPP (accounting for 2011 mid-year population estimate), trending forward 2011-based headship rates	418 pa	7524	Yes	
	Bi	2011-based SNPP, indexing 2011-based headship rates	401 pa	7218	Yes	
	PROJ 2a	As PROJ 2 but using revised headship rates post 2021	453 pa	8154	Yes	
	Bii	2011-based SNPP, trending forward 2011-based headship rates	361 pa	6498	Yes	
	PROJ 2b	As PROJ 2 but using revised headship rates post 2011	485 pa	8730	No	
Long term migration	C	Long term migration trends (past 10 years)	316 pa	5688	No	n/a
	PROJ 3	10 year migration trends	331 pa	5958		
Short term migration	D	Short term migration trends (past 4 years)	234 pa	4212	No	n/a
	PROJ 4	5 year migration trends	297 pa	5346		
Zero net migration	PROJ X	Zero net migration	147 pa	2646	No	n/a

Table 25: Summary of Economic Led Scenarios

Data source	Scenario Coding	Description	Per Annum (pa) Housing Figure	Total Over Plan Period (i.e. pa x 18)	Reasonable Alternative?	Reasonable Alternative Range
LTES (2007)	Ei	Based on Experian Long Term Economic Strategy (LTES) (2007) (average job growth of 331 pa)	671 pa	12078	No	n/a
LTES Update (2012)	Eii	Based on Experian LTES 2012 Update (average job growth of 359pa)	694 pa	12492	Yes	511pa – 694pa 9,198 to 12,492
	PROJ C	Based on Experian LTES 2012 Update (average job growth of 359pa)	591 pa	10638	Yes	
	PROJ Ca	As PROJ C but assuming a higher employment rate	511 pa	9198	Yes	
Lower Jobs Growth	F	Economic growth based, with average job growth of 150pa ¹⁰⁹	527 pa	9486	No	No
Experian 2013 Jobs Forecast	PROJ A	Linked to April 2013 Experian jobs forecast (average job growth of 439pa) - 1:1 ratio of jobs to local workers	647 pa	11646	Yes	566pa - 758pa 10188 to 13644
	PROJ Aa	As PROJ A but assuming a higher employment rate	566 pa	10188	Yes	
	PROJ B	Linked to April 2013 Experian jobs forecast (average job growth of 439pa) - constant commuting pattern	670 pa	12060	Yes	
	PROJ Ba	As PROJ B but assuming a higher employment rate	588 pa	10584	Yes	
	Eiii	Based on 2013 Experian jobs forecast (average job growth of 439pa)	758 pa	13644	Yes	
Zero net employment growth	PROJ Y	Zero net employment growth	353pa	6354	No	n/a

¹⁰⁹ This option was developed to reflect a lower growth rate in jobs, using approximately half of the jobs growth rate envisaged within the Long Term Economic Strategy (2007).

Table 26: Summary of Housing Led Scenarios

Scenario Coding	Description	Per Annum (pa) Housing Figure	Total Over Plan Period (i.e. pa x 18)	Reasonable Alternative?	Reasonable Alternative Range
G	Housing need	292 pa	5,256	No	n/a
H	Delivering housing need (i.e. housing need figure delivered as 40% of total housing figure)	834 pa	15,012	Yes	834pa 15,012

Table 27: Summary of Past Completion Based Scenarios

Scenario Coding	Description	Per Annum (pa) Housing Figure	Total Over Plan Period (i.e. pa x 18)	Reasonable Alternative?	Reasonable Alternative Range
I	Past delivery trends (based on figures since 2001, assuming 384 pa)	406 pa	7,308	No	n/a
PROJ Z	Past completions (based on 2001/02 to 2011/12)	382 pa	6,876		

Establishing the Housing Figure for Test Valley

- 8.55 The appraisal of the options has been presented in Appendix 6. This comprises an assessment against the sustainability objectives and consideration of likely significant effects. It is challenging to draw firm conclusions from the appraisal of alternative scenarios for housing numbers in terms of likely effects and their significance; this is related to the scale of assessment and the sites to deliver the alternative options having not been fixed.
- 8.56 In general terms, the higher the housing number the greater the potential for delivering the housing need. Broadly, higher levels of growth are envisaged to have a greater scope to support the economy, however there is some uncertainty as to whether such effects continue when the economic based projections are exceeded. Conversely the higher the housing number, the greater the potential for adverse effects on the environment. This broadly reflects the outcomes of the appraisal for the Revised Local Plan (Regulation 18) SA.
- 8.57 There is no evidence of a specific cap or threshold on the scale of development which would prevent further development from taking place as a result of the effect on the environment. It is also noted that the supply of land (as identified through the SHLAA) in itself is not a constraint to the scale of development, based on the options appraised.
- 8.58 As has been noted above, the outcome of the appraisal of the sustainability of the options is one of the considerations in the Council's decision making process. Therefore other factors have also been taken into account. This includes national guidance, particularly the National Planning Policy Framework (NPPF).
- 8.59 The advice contained within the NPPF regarding meeting the objectively assessed need has been referred to earlier within this section of the report. It also recognises that household and demographic projections should be met.
- 8.60 Based on Appendix 6, the demographic scenarios are anticipated to perform most favourably in relation to the environment as a result of the lower scale of development. However, there is some uncertainty regarding the implications on economic development in terms of job numbers. All of the demographic based options fall below the levels of housing forecast to support the potential scale of economic growth that could be achieved over the period, which may result in in-commuting to support jobs created within the Borough. In addition, all of the demographic led scenarios are likely to fall short of delivering the target number of affordable homes established within the Council's Housing Strategy. Taking these matters into account, along with the advice within national guidance, the housing figures based on demographic needs do not represent the preferred approach for the Council.

- 8.61 The highest scenario based on delivering housing need is the only option that is anticipated to provide the full need for affordable housing over the plan period (based on assumptions in terms of how this need is calculated and the level of private housing that would be required to deliver it). This option is anticipated to perform least well out of the alternatives in relation to the effect on the environment. Although it is recognised that the evidence that has fed into the appraisal does not indicate that this would exceed any capacity restrictions / limitations. There is some uncertainty about the effects on the local economy (including beyond the Borough). Potentially a higher level of housing (and thus a greater population) would increase the available labour supply and the number of jobs that could be supported in the Borough. However, this level of growth exceeds those projected through economically derived scenarios. Therefore it is not clear if sufficient employment opportunities would come forward within the Borough to align with the available labour force. The draft National Planning Practice Guidance reflects that a mismatch between the available labour force supply and projected jobs growth will result in unsustainable commuting patterns. There is also uncertainty regarding the feasibility and deliverability of this scale of development continuously over the plan period (when considering the likely market capacity) and whether there would be demand for this scale of development.
- 8.62 The economic led scenarios have been identified as the preferred approach when drawing on the outcomes of the appraisal process and other factors (including the likely deliverability of housing and the advice within the draft National Planning Practice Guidance). All of these scenarios would deliver the level of housing required to meet the demographic based needs. It is however recognised that they would be likely to have a greater potential of adversely affecting the environment and would not deliver sufficient housing to meet the full need for affordable housing. Some of the scenarios at the lower end of the range would be unlikely to meet the Council's affordable housing target (as set out within the Housing Strategy).
- 8.63 The economic scenarios tested included those based on the Long Term Economic Strategy evidence base study (as updated in 2012) and more recent data produced in 2013. The Council favours the use of the latest evidence to inform housing requirements, particularly as it envisages that the rate of growth in jobs is likely to be higher than previously forecast, therefore the use of the 2012 based data may result in a greater risk of constraining the local economy.
- 8.64 As identified in Table 25, 5 individual scenarios were developed linked to the Experian 2013 data; these used different assumptions about how the forecast jobs growth would be met. Taking account of the assumptions that have been made, the Council considers that it is more likely that commuting patterns will continue to involve out-commuting, rather than all new jobs being taken by Test Valley residents. In addition, the Council considers that it is more likely that the higher rates of employment considered as part of scenarios PROJ Aa and PROJ Ba would come forward, for example in relation to higher

employment rates for those aged 65+¹¹⁰. Taking these matters into account, along with the advice in national guidance and the outcomes of the appraisal process, the Council's preferred housing figure follows the approach of PROJ Ba from the Test Valley SHMA, this equates to 588 dwellings per year or 10,584 dwellings over the plan period. This is broken down to 7,092 dwellings in Northern Test Valley (i.e. 394 per annum) and 3,492 dwellings in Southern Test Valley (i.e. 194 per annum) over the plan period.

Initial Mitigation Measures

- 8.65 Through the appraisal of options regarding the scale of residential development, a number of opportunities for mitigation measures have been identified to lessen the risk of adverse effects. It is recognised that the effects are likely to depend on the locations that is proposed to deliver the housing requirement. This includes in relation to impact on the physical environment, access to facilities and services, and the availability of sustainable modes of travel. Therefore, at this stage of the process, the key mitigation measures relate to ensuring that development is located sensitively.
- 8.66 Other factors may also be relevant in terms of the preparation of the Plan as a whole, including consideration of affordable housing provision (to maximise delivery), seeking to ensure that a mix of housing is provided to meet identified needs and ensure that sufficient infrastructure is available to support new development. As highlighted within the assessment of options, it would be beneficial if higher levels of water efficiency could be achieved from new development to reduce pressure on the water environment both in terms of availability of water resources and the capacity for treatment of waste water.

Residual Housing Requirement

- 8.67 Following the identification of the Council's preferred housing figure for the Borough, there is a need to consider how this will be met over the plan period (i.e. 2011 to 2029). Regard has been given to housing completions since 2011 and existing commitments in the form of planning permissions granted (including sites under construction).
- 8.68 The Council has taken account of sites that have been promoted through the Strategic Housing Land Availability Assessment (SHLAA) that are located in areas where the principle of development is acceptable, so they can come forward without allocation – these sites are referred to as identified capacity. An allowance has also been made for windfall development, reflecting the level of development that is likely to come forward from unidentified sites over the plan period. This has been calculated based on past completion data¹¹¹.
- 8.69 Table 28 documents how these factors affect the residual housing requirement that would need to be provided through new allocations within Northern and Southern Test Valley. The Council has applied a 10% cushion on the residual figure to provide flexibility.

¹¹⁰ More detail on these assumptions is provided within the Test Valley SHMA.

¹¹¹ For more information on these sources, please see the Housing Paper.

Table 28: Residual Housing Requirement for Allocation

	Northern Test Valley	Southern Test Valley
Housing Figure (2011 – 2029)	7,092	3,492
Completions (2011/12 to 2012/13)	901	286
Commitments	3,853	1,347
SHLAA: Identified capacity	1,069	110
Windfall (2014/15 to 2028/29)	645	240
Residual Requirement	624	1,509
Residual Requirement including 10% cushion	686	1,659

Test Valley Borough Council

9 Identifying Preferred Sites for Residential Development

Approach to Distributing Development

- 9.1 Following the assessment of the scale of residential development, there needs to be consideration as to how this should be distributed. The previous chapter provides the breakdown of the housing figure for Northern Test Valley and Southern Test Valley, reflecting the housing market areas covering Test Valley.
- 9.2 The NPPF provides guidance on the factors that should be considered in the promotion of sustainable development, including the need to recognise social, economic and environmental roles. There is further guidance within the twelve core planning principles (paragraph 17) of the NPPF, such as '*managing patterns of growth to make the fullest use of public transport, walking and cycling*'.
- 9.3 In light of the work undertaken in previous stages of the plan preparation and sustainability appraisal process, together with national guidance, the Council has identified that the approach to distributing new residential development should focus on access to existing facilities and services as a mechanism of promoting more sustainable development. The use of other metrics, such as population size, to determine the distribution of development is not considered to accord with the principles of sustainable development enshrined in national guidance.
- 9.4 In carrying out an assessment of accessibility to facilities, the approach has focussed on existing provisions although it is recognised that new facilities are proposed in association with permitted developments (or could be provided in conjunction with new developments). The Council considers that until they are provided it would be inappropriate to accord the same significance as existing facilities.
- 9.5 A further guiding objective to the appraisal process identified by the Council relates to maintaining settlement character and identity, in conjunction with conserving the landscape character and quality of the Borough. This reflects both social and environmental aspects of sustainability. These factors have been identified as important within the Borough by the community in response to numerous consultations on planning policy and are reflected within the Revised Local Plan objectives.
- 9.6 In order to understand the relative availability of and access to facilities and services in different settlements, the Council's preferred approach was to produce a settlement hierarchy, which effectively groups settlements into categories reflecting the availability of facilities and services. For the sustainability appraisal process it is appropriate that there is consideration of settlements beyond the Borough boundary to inform the distribution of development.

- 9.7 In identifying the range of public facilities and services that are most appropriate to consider, the Council has had regard to the objectives for the Revised Local Plan (see chapter 1 of this report) and national guidance. For information, the Local Plan objective 3 seeks to *'create sustainable communities, locating development where daily needs for employment, shopping, leisure, recreation, education, health and other community facilities are accessible by sustainable modes of transport'*. On this basis, the Council has taken into account access to employment, shopping, leisure, education, health and community facilities (e.g. village halls), as well as the availability of public transport.
- 9.8 The assessment of facilities has enabled the preparation of a hierarchy of settlements. The identification of specific tiers within the hierarchy has been based on the grouping of settlements with certain levels of facilities and services. This took account of facilities and services in neighbouring areas and relationships with larger adjoining settlements.
- 9.9 Based on this approach, Andover and Romsey would be at the top of the hierarchy (within Test Valley). The next tier of settlements comprises Charlton (taking account of its relationship with Andover), North Baddesley, Nursling and Rownhams, Valley Park and Stockbridge. Chilworth has also been included within this tier reflecting the specialist employment provisions within the settlement, as well as its proximity to Southampton.
- 9.10 This hierarchy has informed the process of considering where sustainable development could be achieved, whilst noting that there are wider factors that also influence whether a proposal could be considered as sustainable development. The background to the preparation of the settlement hierarchy, including the documentation of access to facilities and services is provided on the Council's website. The outcome of the technical work for the hierarchy for settlements within Test Valley is provided in Table 29.

Table 29: Outline of the Settlement Hierarchy within Test Valley
(Further details on the settlement hierarchy are available separately)

Hierarchy Grouping	Settlement
Major Centres	Andover, Romsey
Key Service Centres	Charlton, Chilworth, North Baddesley, Nursling & Rownhams, Stockbridge, Valley Park
Rural Villages	Abbotts Ann, Ampfield, Amport, Appleshaw, Awbridge, Barton Stacey, Braishfield, Broughton, Chilbolton, Enham Alamein, Fyfield, Goodworth Clatford, Grateley, Hatherden, Houghton, Hurstbourne Tarrant, Ibthorpe, Kimpton, Kings Somborne, Leckford, Lockerley, Longparish, Longstock, Michelmersh & Timsbury, Monxton, Nether Wallop, Over Wallop, Palestine, Penton Grafton/Mewsey, Shipton Bellinger, Thruxton, Upper Clatford/Anna Valley, Vernham Dean, West Tytherley, West Wellow, Weyhill, Wherwell
Countryside	All other villages

- 9.11 Regard also needs to be given to be the settlements outside the Borough – Southampton, Eastleigh and Chandler’s Ford, and Ludgershall are the larger settlements in close proximity to the Borough that also need to be taken into account. This is further considered below as part of the appraisal process, including through the use of Accession software¹¹², which assesses access to specific facilities and services (including those outside the Borough) using sustainable modes of travel.
- 9.12 The hierarchy (having regard to settlements beyond Test Valley) forms part of the basis of considering those settlements which would be considered to present the greatest opportunity to support more sustainable development (focusing on access to facilities and services)¹¹³. The Council has therefore considered this to be an appropriate basis for looking at the allocation of sites for residential development, recognising the need to take account of other sustainability considerations. This has been further considered below.
- 9.13 Dispersing residential development of a strategic scale across the Borough is not considered to represent a reasonable alternative in this context, particularly having regard to the rural nature of the majority of the Borough and the resultant access to facilities and services¹¹⁴.
- 9.14 In addition, the creation of new towns or settlements has not been considered to represent a reasonable alternative. No areas have been promoted on this basis through the sites submitted in the Strategic Housing Land Availability Assessment (SHLAA), therefore no such options are considered to be available and deliverable. There would also be more challenges associated with securing the necessary level of infrastructure to support such a proposal, in terms of the cost of provision and the potential scale of development that may be required to support this approach, relative to the scale of housing being considered above. Regard has also been given to the character of the Borough in coming to this position.

Approach to Identifying Residential Allocations

- 9.15 The appraisal of locations for residential development has been undertaken through two main stages of assessment, reflecting that applied in previous SA Reports. The first stage is the assessment of broad areas of search, around those settlements which are considered to be most sustainable based on the settlement hierarchy, whilst also accounting for the different housing market areas within the Borough. The appraisal has taken account of the settlements outside the Borough. In line with comments above, no options for new settlements have been assessed.

¹¹² The Department for Transport’s Accession modelling is based on access to existing facilities by walking and bus travel – facilities considered are doctors, hospitals with A&E facilities, primary school, secondary school, employment and retail – size specific thresholds are used for employment and retail provisions.

¹¹³ Looking at the top two tiers of the hierarchy.

¹¹⁴ This does not preclude residential development in the rural areas of the Borough. This is considered later in this report, including in relation to settlement boundaries, rural affordable housing exception schemes and community led schemes.

- 9.16 The appraisal of the broad areas of search enables some initial conclusions to be drawn about preferred areas for further consideration. However, it is recognised that whilst a broad area of search may perform less well, there may be specific sites within it that performs more favourably.
- 9.17 Therefore, the second stage is the assessment of specific sites within all the broad areas of search. This is based on those sites submitted as part of the SHLAA, which is used to indicate that sites are available for development. Only those SHLAA sites that fall within broad areas of search (either all or part of the SHLAA site) have been appraised on the basis of the broad areas being the more sustainable locations within the Borough for major development (based on the outcomes of the settlement hierarchy).
- 9.18 Sites of 50 or more dwellings (as a net gain) have been assessed as they are considered to represent strategic options. This threshold reflects a figure that is approximately 10% of the proposed Borough wide annual housing requirement¹¹⁵. Sites of less than 50 dwellings within the broad areas of search have been appraised where they have the potential to form part of a wider site which has been included within the appraisal (e.g. where a site for less than 50 dwellings identified in the SHLAA which is immediately adjacent to a site of 50+ dwellings which has been appraised). Other sites for less than 50 dwellings within the Broad Areas of Search have not been appraisal and any sites that fall entirely outside the Broad Areas of Search have not been appraised.
- 9.19 While the number of dwellings for which sites have been promoted for (through the SHLAA) have been used to inform which sites are appraised, the appraisal process itself has primarily focused on the merits of the site, rather than the number of dwellings it has been promoted for.
- 9.20 Sites that could come forward as they would be compliant with planning policy in principle have not been subject to appraisal. For example, sites within the settlement boundaries, have generally not been subject to appraisal¹¹⁶. The exception to this is if the scale / nature of any proposal or its relationship with other proposed policies would result in it being more appropriate for consideration through an allocation.
- 9.21 The scale of sites that are considered and potential combinations of options of options is also relevant. In terms of scale, in general there is more of a lead in time for the larger sites relative to smaller sites, which may impact on their delivery. However, larger sites can provide greater opportunities to support a wider range of infrastructure and amenities (particularly on site) than smaller sites. It is anticipated that this would remain the case in the event that the Council introduces a Community Infrastructure Levy. The NPPF highlights that

¹¹⁵ The threshold was rounded down to the nearest 10 dwellings.

¹¹⁶ An allowance for such sites has already been made in coming to a residual housing requirement, see Chapter 8 (including Table 28) for more information.

*'the supply of new homes can sometimes be best achieved through planning for larger scale development'*¹¹⁷.

- 9.22 The detailed appraisal process is based around the sustainability objectives (as set out within Chapter 4 of this report). Some of these objectives are less relevant to the process of site selection (in terms of the appraisal of alternative options). For example where the relationship with the objectives may depend on more detailed matters or all sites may perform in a similar way in relation to certain aspects (e.g. in relation to sustainability objective 15 on education and skills). On this basis, the sustainability objectives have been re-phrased to relate more directly to criteria for site selection. More information on the criteria and how they relate to the sustainability appraisal is provided in Appendix 7.
- 9.23 Reflecting the approach set out in earlier chapters, consideration against the criteria includes commentary and a summary of performance through the use of symbols (see Chapter 2). The summary of performance against the criteria needs to be read in conjunction with the commentary and summaries for the options. The symbols should not be 'summed up' as has been previously identified. Appendix 7 provides more information about how the symbols for the summary of performance have been derived and the evidence that has been used.
- 9.24 Appendix 8 maps some of the environmental designations that have been considered through the appraisal. These maps do not include all considerations.
- 9.25 The consideration of options has been undertaken based on the housing market areas within Test Valley (i.e. Northern Test Valley and Southern Test Valley) – these have been considered in turn below.

Northern Test Valley – Appraisal of Broad Areas of Search

- 9.26 Northern Test Valley comprises Andover and the rural areas. Broad areas of search have been identified based on the top two tiers of the settlement hierarchy and the equivalent areas outside the Borough (i.e. Andover, Charlton, Stockbridge and Ludgershall).
- 9.27 The area covering Andover, Charlton and surrounding land has been broken up into multiple broad areas of search to enable more detailed consideration and comparison of the merits of different directions of growth.
- 9.28 As such, the broad areas of search identified for Northern Test Valley are:
- Andover (and Charlton)
 - North of Andover
 - North East of Andover
 - North West of Andover
 - South of Andover
 - South East of Andover

¹¹⁷ National Planning Policy Framework, CLG, 2012 (paragraph 52).

- South West of Andover
 - Edge of Ludgershall (in Wiltshire)
 - Stockbridge
- 9.29 Figures 11 to 13 identify the extent of these broad areas of search and also show the boundaries of the specific sites, taken from the SHLAA, that have been subject to appraisal within this section. Maps within Appendix 8 identify some of the designations that have been considered in appraising these options.
- 9.30 There have been no changes to the extent of the broad areas of search for Northern Test Valley relative to work undertaken for the Regulation 18 version of the Revised Local Plan (linked to the SA Report dated December 2012).
- 9.31 The appraisal of the broad areas of search is set out within Appendix 9 to this report. A summary of the performance of the broad areas of search is set out in Table 30. The symbol indicating performance against the sustainability criteria should not be considered in isolation, they are a broad indication of a pre-mitigation position and need to be read in conjunction with the commentary on each option. The performance of the options relative to the sustainability criteria (and the baseline position) has not substantially changed from the appraisal for the Regulation 18 Revised Local Plan.
- 9.32 Of the Broad Areas of Search considered within Northern Test Valley, development within the existing settlement of Andover is considered to perform most favourably in terms of the sustainability criteria (when accounting for the commentary). This arises from the greater access to facilities and services¹¹⁸, potentially a lesser impact on the landscape and settlement character and the greater scope for the re-use of previously developed land (potentially reducing the risk of adverse effects on soil resources). It is noted that parts of this broad area include zones of flood risk, which should be avoided in line with the sequential test.
- 9.33 When considering the remaining broad areas of search, none of the options clearly outperforms the others in every respect, with each having its own opportunities and constraints in terms of promoting sustainable development.
- 9.34 The North of Andover broad area of search largely comprises greenfield land, as is the case for many of the areas around Andover. It performs well in relation to biodiversity. The more elevated areas are sensitive in terms of the impact on the landscape. There is a mixed performance in relation to accessibility, with the more southerly areas having greater access to existing services and facilities.

¹¹⁸ The appraisal of broad areas of search and sites has used the DfT's Accession software to measure accessibility to key destinations based on walking and public transport services (i.e. bus services).

Figure 11: Location of Broad Areas of Search and Sites for Appraisal in and around Andover
 (More detailed plans of the SHLAA sites are contained within the SHLAA)

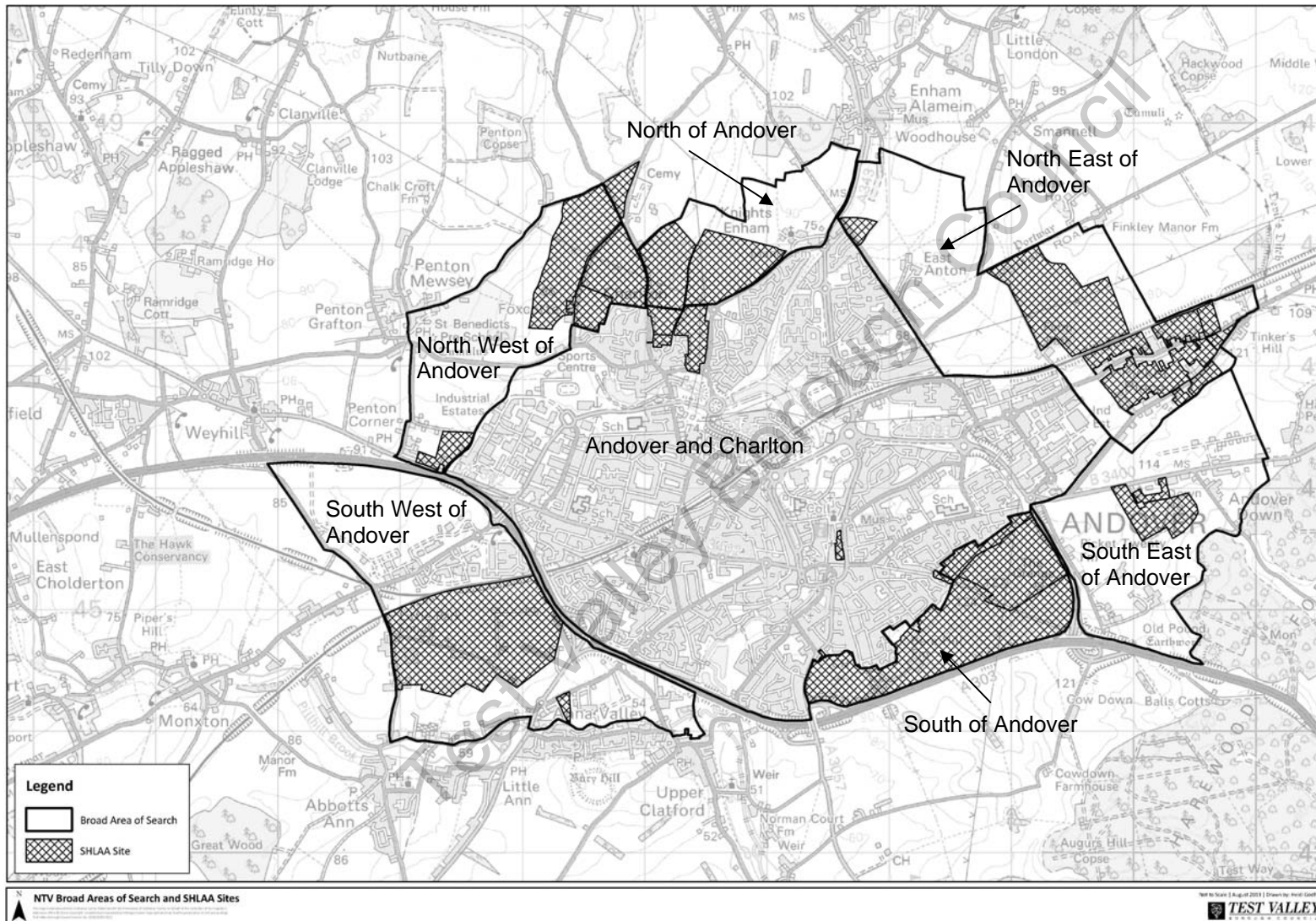


Figure 12: Location of Broad Area of Search and Site for Appraisal on the edge of Ludgershall
 (More detailed plans of the SHLAA sites are contained within the SHLAA)

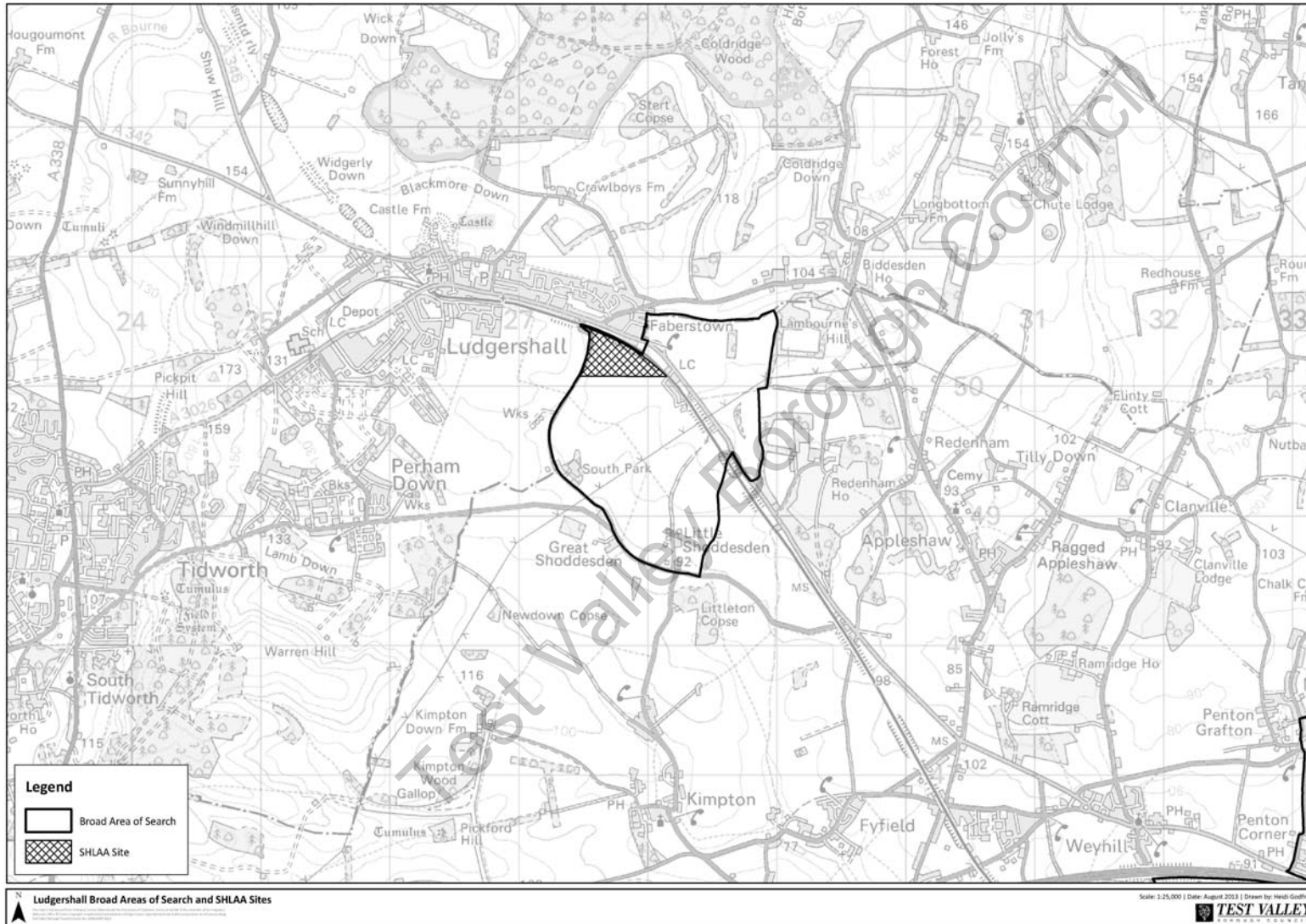


Figure 13: Location of Broad Area of Search and Site for Appraisal at Stockbridge
(More detailed plans of the SHLAA sites are contained within the SHLAA)

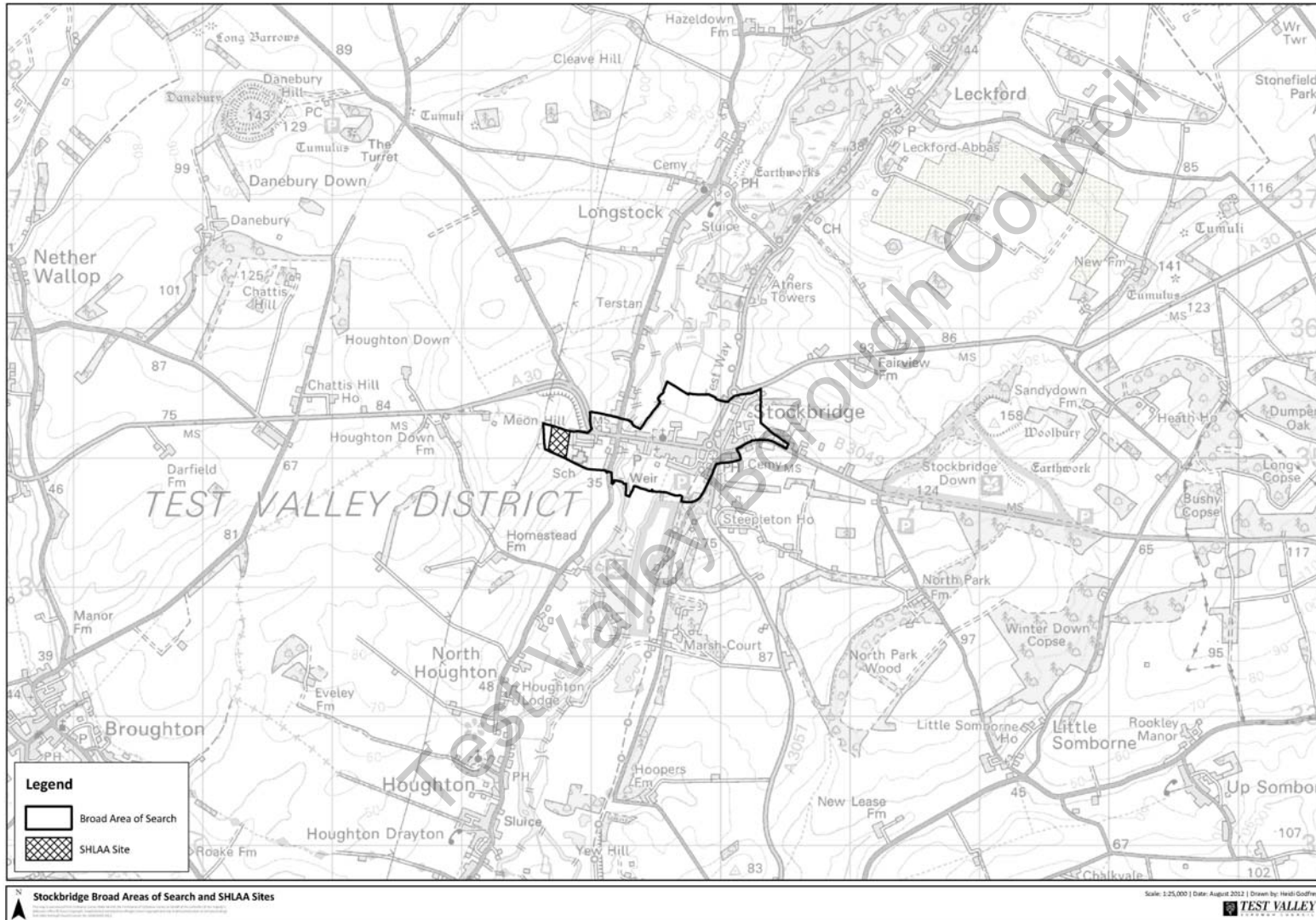


Table 30: Summary of the Performance of the Broad Areas of Search for Northern Test Valley
(Needs to be read in conjunction with associated commentary, contained within Appendix 9)

Broad Area of Search	Criteria												
	1. Flooding & groundwater	2. PDL	3. Soil and geology	4. International biodiversity	5. Biodiversity	6. Character	7. Heritage	8. Communities	9. Housing need	10. Economy	11. Leisure & culture	12. Accessibility	13. Deliverability
Andover (and Charlton)	+/-	+	+	+	+	+	+/-	++	+	++	++	+	+/-
North of Andover	+	-	+/-	+	+	+/-	+/-	+	+	+	+	+/-	+/-
North East of Andover	+	-	+/-	+	+	+/-	+/-	+	+	+	+	+/-	+/-
North West of Andover	+	-	+/-	+/-	+/-	-	-	+	+	+	+	+/-	+/-
South of Andover	++	-	+/-	+	+/-	-	+/-	+	+	+	+/-	+	+/-
South East of Andover	++	-	+/-	+	+/-	+/-	+/-	+	+	+	+	+/-	+/-
South West of Andover	+	-	+/-	+/-	+/-	-	+/-	+/-	+	+	+	+/-	+/-
Edge of Ludgershall	+	-	+/-	+/-	+	-	+/-	+/-	+	+	+/-	+/-	+/-
Stockbridge	-	-	+/-	+/-	-	-	-	+	+	+	+/-	-	+/-

Key to the Symbols:

Performs very well	++
Performs well	+
Mixed performance	+/-
Performs less well	-
Performs poorly	--
Depends on implementation	i
Uncertain	?
No Effect	O

Note: The symbols of performance should not be considered in isolation, they represent a broad indication that need to be read in conjunction with the commentary contained within Appendix 9.

- 9.35 The North East of Andover area is changing in character with the construction of a new neighbourhood for approximately 2,500 dwellings (at East Anton / Augusta Park). There is also outline permission for up to 530 dwellings at Picket Piece. As these developments progress, additional local facilities and services will become available, including a community centre and leisure facilities. As a whole, the area performs well in relation to biodiversity considerations. There is a mixed performance in relation to landscape and settlement character, with the higher land towards the north east, which is nearer to the Area of Outstanding Natural Beauty (AONB), being more sensitive. Development towards the north of this area could also reduce the separation between the edge of Andover and Enham Alamein. There is a mixed performance in relation to accessibility, with a higher level of access to existing facilities and services adjacent to the existing built up area.
- 9.36 The area North West of Andover is noted to have a mixed performance in relation to biodiversity, with the central part of the broad area anticipated to be more ecologically valuable. This area is noted to include habitat which may be suitable for stone curlews and hen harrier (covering species for which Salisbury Plain and Porton Down SPAs are designated). The area performs less well in relation to landscape and settlement character, including in relation to maintaining separation between settlements. Parts of the area are also sensitive in terms of heritage assets, focusing on the areas around Foxcotte and The Pentons. The area has a mixed performance in relation to accessibility.
- 9.37 The broad area of search for the South of Andover is noted to have a mixed performance in relation to biodiversity. It performs less well in relation to landscape and settlement character, with the topography contributing to the visual containment of Andover. The area performs well in relation to accessibility.
- 9.38 The South East of Andover broad area of search is also changing in character with the construction of a new neighbourhood for approximately 1,200 dwellings (at Picket Twenty) and permission for a further 150 dwellings at Harewood Farm. As development progresses as part of the new neighbourhood, additional local facilities and services will become available including a community centre and recreation facilities. This area has a mixed performance in relation to biodiversity; this predominantly relates to the southern area of the broad area of search including when accounting for the proximity to Harewood Forest. There is also a mixed performance in relation to the landscape and settlement character, with it being recognised that the downland character would need to be taken into account. The area overall has a mixed performance in relation to accessibility based on the Accession modelling.
- 9.39 The South West of Andover broad area of search performs less well in relation to the landscape and settlement character, both in terms of the landscape quality and maintaining the separation between Andover and the settlements to the south. The area has a mixed performance in relation to biodiversity, with

it being noted that the area to the south east in the vicinity of Anna Valley potentially being of higher value. Parts of the area may also be suitable habitat for stone curlews (species for which Porton Down SPA is designated and one of the species for which Salisbury Plain SPA is designated). The accessibility of the area is mixed, with variation across the area (the north and north eastern parts of the broad area being more accessible based on the Accession software than areas towards the south west).

- 9.40 The edge of Ludgershall area has a mixed performance in relation to accessibility, with the areas to the north west (in closest proximity to Ludgershall) having a higher level of accessibility relative to other parts of the broad area of search. This broad area is closer to the Salisbury Plain SPA than Andover, and contains some areas of habitat that may support stone curlews. More generally, it performs well in relation to biodiversity although it is recognised that the area does include ecological assets. The area performs less well in relation to landscape and settlement character, recognising that development within parts of the area may appear isolated from existing development.
- 9.41 The Stockbridge area performs less well in relation to accessibility, biodiversity, heritage and the landscape and settlement character. It is recognised that in a number of cases this focuses on the central part of the broad area of search, with the main area of the town designated as a conservation area and including a number of listed buildings and including an area designated as a Site of Special Scientific Interest. The central area is also identified to be of moderate and high flood risk.
- 9.42 The outcome of the appraisal process has indicated that the existing built up area of Andover generally performs most favourably in relation to the criteria; however there are some potential constraints and limited opportunities for development within the area. Stockbridge is considered to perform less well overall when accounting for its relative accessibility and scope to provide a range of options for sustainable travel in relation to key destinations, and also in relation to biodiversity and heritage considerations. The broad areas of search on the west side of Andover, along with the Ludgershall option, are considered to perform less well overall than the options to the north, east and south of Andover – this in particular reflects a combination of accessibility, landscape and heritage factors.
- 9.43 In taking the appraisal process forward, the existing built up areas of Andover and Charlton, along with those areas to the north, east and south of Andover are therefore considered to perform more favourably in relation to the sustainability objectives. This reflects the findings of the sustainability appraisal report feeding into the Revised Local Plan Regulation 18 document.

Northern Test Valley – Appraisal of Strategic Sites

- 9.44 The appraisal of strategic sites comprises an assessment of SHLAA submissions that fall within the broad areas of search for 50 or more dwellings,

as well as sites for less than 50 that have the potential to form part of a larger site (as set out above).

- 9.45 For Northern Test Valley, 26 SHLAA sites have been appraised, with at least one site within each broad area of search. The detailed boundaries of the sites can be found in the SHLAA¹¹⁹, with an outline of the site boundaries provided in Figures 11 to 13.
- 9.46 The appraisal of these options is set out in Appendix 10. A summary of the performance is provided in Table 31. The symbols indicating the performance against the sustainability criteria should not be considered in isolation, they are a broad indication and need to be read in conjunction with the commentary. The sites have been grouped based on the broad areas of search that they fall into.
- 9.47 The majority of the options were considered as part of the SA Report for the Regulation 18 Revised Local Plan. There are two additional sites that have been included (references 211 and 169). A small number of sites have an amended capacity, based on updates to the SHLAA. There have been some changes in the performance of the sites against the sustainability criteria (and the baseline) including as a result of updated information since the preparation of the last SA.
- 9.48 Many of the sites have a similar performance in relation to some of the sustainability criteria. None of the sites would be ruled out by any of the criteria or SEA topics; however the differences identified inform the appraisal process and the Council's decision on site allocations (noting the SA informs the decision rather than makes it).
- 9.49 A number of the sites performed less well in relation to criteria including landscape and settlement character, biodiversity, flood risk, the historic environment and accessibility. In some cases it may be possible to avoid or mitigate adverse effects linked to these categories. More information is provided in Appendix 10 on this matter on a site by site basis.

Consideration of Sites

- 9.50 The starting point for the consideration of the sites is with the broad areas of search that were preferred. However, as noted above, sites within broad areas of search that were not preferred have not automatically been ruled out.
- 9.51 Taking account of the plan objectives in relation to landscape and settlement character, which the Council has identified to be a key policy objective, it has been fed into the sustainability appraisal that sites that are likely to be visually prominent, adversely affect landscape character or have a negative effect on the separation of settlements should ideally not be taken forward.

¹¹⁹ Test Valley Borough Strategic Housing Land Availability Assessment, Test Valley Borough Council, 2013 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/shlaa/>).

Table 31: Summary of the Performance of the Strategic Sites for Northern Test Valley

(Needs to be read in conjunction with associated commentary, contained within Appendix 10, the Council's preferred sites are in bold text)

SHLAA Site Reference	Site Description	Criteria												
		1. Flooding & groundwater	2. PDL	3. Soil and geology	4. International biodiversity	5. Biodiversity	6. Character	7. Heritage	8. Communities	9. Housing need	10. Economy	11. Leisure & culture	12. Accessibility	13. Deliverability
Andover (and Charlton)														
019	Land at Goch Way	++	--	?	+	++	+/-	+	+	+	+	+	+	+
041	Land to rear of Hatherden Road	-	--	-	+	++	+/-	+/-	+	+	+	+	+	+/-
130	Land at Enham Lane	+/-	-	-	+	++	+/-	+	+	+	+	+	+	+/-
152	George Yard / Black Swan Yard	++	++	++	+	++	+	-	+	+	+	+	+	?
North of Andover														
051	Land to north of Saxon Way	+	--	-	+	+	+/-	+	+	+	+	+	+	+
North East of Andover														
052	Land to east of A343	+	--	-	+	++	-	+	+	+	+	+	+	+
144	Land East of East Anton	+	--	+/-	+	-	+/-	-	+	+	+	+	+/-	+
158	Picket Piece	+/-	-	?	+	+/-	+	+	+	+	+/-	+	+/-	+/-
161	Land at Landfall, Picket Piece	++	-	?	+	+	+/-	+	+	+	+	+	+/-	+
211	Land north of Ox Drove Rise, Picket Piece	++	--	?	+	+/-	+/-	+	+	+	+	+	+/-	+
212	Land east of 10 Walworth Road, Picket Piece	++	-	?	+	+	+/-	+	+	+	+	+	+/-	+
North West of Andover														
029 (a/b)	Land at Homestead Farm	+	-	-	+	++	+/-	+/-	+/-	+	+	+	+	+
042	Land to east of Foxcotte Lane	++	--	-	+	++	+/-	+/-	+	+	+	+	+	+/-

Table 31 continued...

SHLAA Site Reference	Site Description	1	2	3	4	5	6	7	8	9	10	11	12	13
149	Land to west of Foxcotte Lane	++	--	-	+	+	-	-	+	+	+	+	+/-	+/-
155	Land at Foxcotte Manor Farm	+/-	--	-	+	++	-	+/-	+	+	+	+	+/-	+/-
169	Land at Foxcotte Lane	++	++	++	+	++	-	+/-	+	+	+/-	+	+	+
South of Andover														
008	Land at Bere Hill and The Grange	++	-	-	+	+	+/-	+	+	+	+	+	+	+
018	Land at Micheldever Road	++	--	?	+	-	-	+	+	+	+	+	+	+/-
198	Land at Bere Hill Farm, Andover	++	-	-	+	+/-	-	-	+	+	+	+/-	+	+
South East of Andover														
131	Picket Twenty Extension, Andover	++	--	-	+	+/-	+/-	-	+	+	+	+/-	+	+
184	Land to rear of Down House, London Road, Andover Down	++	--	?	+	+	+/-	+	+	+	+	+	+	+
South West of Andover														
004	Littlebridge, Andover	+	-	-	+	+	-	-	+	+	+	+	+/-	+
075	Land to south of Salisbury Road, Anna Valley	+	--	?	+	+/-	-	+	+/-	+	+	+	+	+
Ludgershall														
112	Land at Andover Lane, Faberstown	+	--	?	+/-	++	-	+	+/-	+	+	+/-	+/-	+
Stockbridge														
039	Land adjacent to Test Valley School	++	--	?	+/-	+	-	+/-	+	+	+	+/-	+/-	+

Key to the Symbols:

Performs very well	++
Performs well	+
Mixed performance	+/-
Performs less well	-
Performs poorly	--
Depends on implementation	i
Uncertain	?
No Effect	O

Note: The symbols of performance should not be considered in isolation, they represent a broad indication that need to be read in conjunction with the commentary contained within Appendix 10.

- 9.52 As set out within Table 28, the residual requirement the Council is seeking to deliver through strategic sites equates to 686 dwellings in Northern Test Valley. This figure could be met by one site or a number of sites.
- 9.53 Through reviewing the outcomes of the sustainability appraisal process (see Appendix 10) and other policy considerations, the Council considers that strategic residential development around Andover is likely to present opportunities in terms of access to a greater range and scale of facilities and services, with a higher potential to take advantage of more sustainable modes of travel and support other aspirations for the town. On this basis and through consideration of the specifics of the sites (including in relation to landscape and settlement character, as well as heritage considerations) the sites promoted within the Stockbridge and Edge of Ludgershall broad areas of search have not been further considered (SHLAA sites 112 and 039).
- 9.54 It is noted that some of the options around Andover have the potential to affect the landscape character (predominantly chalk downland) and the separation between settlements. The Council has identified settlement identity and character, as well as the landscape quality, as key factors for consideration. Areas of greater heritage and biodiversity value, where these cannot be mitigated, should also be avoided.
- 9.55 A more dispersed approach to delivering the residual housing requirement may result in a greater risk to the landscape setting and settlement character (including in terms of avoiding coalescence between settlements) through cumulative effects than may be the case if a smaller number of options were pursued. In this regard the Council has indicated that a single location or smaller number of locations may be preferable.
- 9.56 Based on the appraisal outcomes and aspirations for the town, the Council has identified that the option for some residential development as part of a wider retail-led mixed use proposal at George Yard / Black Swan Yard (site reference 152) would be a preferred option. It would be anticipated that an element of residential development may support the viability of such a scheme (the retail aspect of the proposal has also been considered in Chapter 12). The site is in a central location with good accessibility to a range of key destinations and performs well in relation to the majority of criteria considered. It is recognised that this would be a longer term project based on forming part of a wider proposal for the site. It would be essential for this site to be brought forward in such a way as to be sensitive to the historic environment. It would also be important to ensure that appropriate parking provisions remain available within the town centre so as not to detract potential visitors.
- 9.57 There remains a need to identify further sites. Taking the above into account, the Council has considered that sites that are likely to be less prominent in the landscape, are not on ridgelines and do not reduce the separation between settlements are likely to be preferable subject to other considerations (including other criteria within the appraisal framework).

- 9.58 Taking account of the above and the existence of outline permission for residential development for part of the Picket Piece area (site reference 158), the Council considers that this site presents an opportunity to develop a new neighbourhood, incorporating the land to the north of Walworth Road and the additional SHLAA sites immediately adjacent to the east (site references 161 and 212). This has been highlighted as a preferred option in the past. While this area is not considered to be as accessible as some of the other options (based on the use of the Accession software), its character and relationship with the landscape setting of Andover result in it being a preferred location for development. While part of the wider Picket Piece area, the Council has not identified SHLAA site 211 as a preferred option when accounting for its prominence.
- 9.59 In taking this option forward, there would need to be consideration of the scope to provide mitigation. Vulnerable land uses (including dwellings) should not be located within the areas of flood risk within the site. Where possible, hedgerows that are of value to biodiversity should be designed into the layout of any development. Where possible, opportunities should be taken to link to the town centre, key destinations in the vicinity and the other new neighbourhoods on the east side of Andover. There will also need to be consideration of the potential impact on the landscape and settlement character, particularly towards the east of the site which is more prominent as a result of the topography and more rural in nature.
- 9.60 The preferred allocations outlined above (i.e. land at Picket Piece and George Yard / Black Swan Yard) reflects the options that were included in the Revised Local Plan Regulation 18 document. As a result of the higher housing number additional sites need to be identified.
- 9.61 The two main options identified in relation to this additional requirement relate to land north of Saxon Way (site reference 051) or the Picket Twenty Extension (site reference 131). In reviewing these options, it is recognised that both sites have the potential for an adverse impact on the landscape. The Council has identified the extension to Picket Twenty to be its preferred option, including as a result of the opportunity to link into the facilities and services provided as part of the new neighbourhood at Picket Twenty.
- 9.62 The appraisal process highlighted that there would be scope to provide mitigation measures to lessen the risk of potential adverse effects as a result of the extension of Picket Twenty. It would be important to ensure that the scheme is designed in such a way as to link into and form part of the wider new neighbourhood. Landscaping should be provided to minimise the visual impact of the development and the site should be planned in such a way as to reduce the risk of an adverse impact on Harewood Forest (SINC).
- 9.63 Within Appendix 10, an outline of the reasons why sites were selected or not preferred is set out.
- 9.64 In identifying the preferred options, the Council has considered other combinations of sites. The residual housing figure could have been planned

for through the identification of a single large site, with delivery potentially continuing beyond the plan period. Such sites could have comprised an extension to East Anton, land at Bere Hill Farm or Littlebridge (site references 144, 198 and 004 respectively). All of these options are substantial in scale and were not preferred for a number of reasons including in relation to the likely effect on the landscape and setting of Andover, as well as when accounting for the retention of separation between settlements. More information is provided within Appendix 10.

Southern Test Valley – Appraisal of Broad Areas of Search

- 9.65 Southern Test Valley is the area that falls within the South Hampshire housing market area. This area is influenced by links with nearby settlements outside the Borough, including Southampton, Eastleigh and Chandler's Ford. Broad areas of search have been identified based on the top two tiers of the settlement hierarchy and the equivalent areas outside the Borough.
- 9.66 As such, the broad areas of search identified for Southern Test Valley are:
- Edge of Southampton – East (including Chilworth)
 - Edge of Southampton – West (including Nursling and Rownhams)
 - North Baddesley
 - Romsey
 - Valley Park
- 9.67 The broad area of search on the edge of Southampton has been divided into two areas reflecting the settlements within Test Valley in the settlement hierarchy (i.e. Chilworth and Nursling and Rownhams).
- 9.68 Figure 14 identifies the extent of these broad areas of search and also shows the boundaries of the specific sites, taken from the SHLAA, that have been subject to appraisal within this section. Maps within Appendix 8 identify some of the designations that have been considered in appraising these options.
- 9.69 There have been no changes to the extent of the broad areas of search for Southern Test Valley relative to work undertaken for the Regulation 18 version of the Revised Local Plan (linked to the SA Report dated December 2012).
- 9.70 The appraisal of the broad areas of search is set out within Appendix 9 to this report. A summary of the performance of the broad areas of search is set out in Table 32. The symbol indicating performance against the sustainability criteria should not be considered in isolation, they are a broad indication and need to be read in conjunction with the commentary on each option. The performance of the options relative to the sustainability criteria (and the baseline position) has not substantially changed from the appraisal for the Regulation 18 Revised Local Plan.

Figure 14: Location of Broad Areas of Search and Sites for Appraisal in Southern Test Valley
 (More detailed plans of the SHLAA sites are contained within the SHLAA)

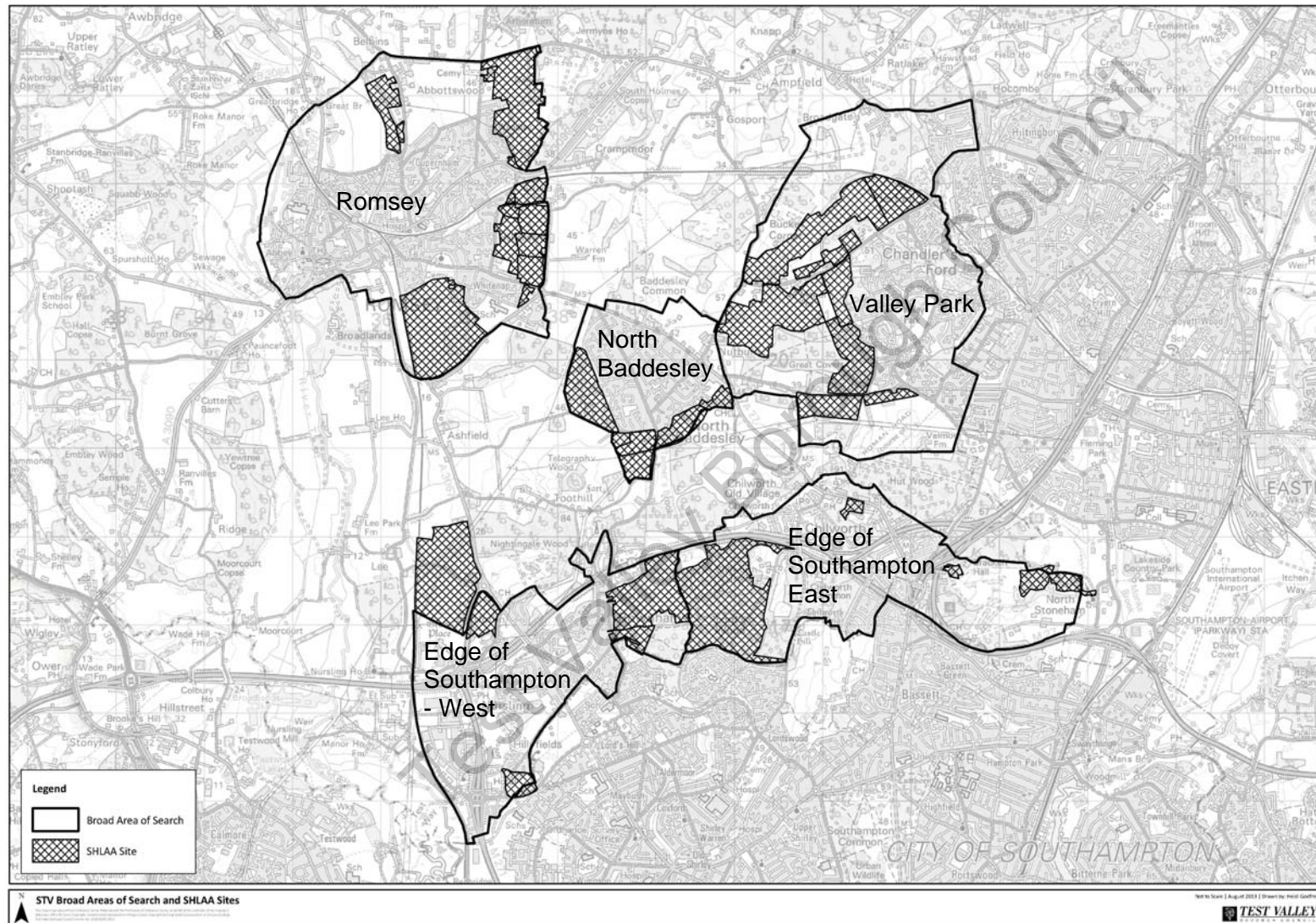


Table 32: Summary of the Performance of the Broad Areas of Search for Southern Test Valley
(Needs to be read in conjunction with associated commentary, contained within Appendix 9)

Broad Area of Search	Criteria												
	1. Flooding & groundwater	2. PDL	3. Soil and geology	4. International biodiversity	5. Biodiversity	6. Character	7. Heritage	8. Communities	9. Housing need	10. Economy	11. Leisure & culture	12. Accessibility	13. Deliverability
Edge of Southampton – East	+	-	+	+/-	-	+/-	+/-	+	+	+	+	+/-	+/-
Edge of Southampton – West	+	-	+/-	+	+/-	+/-	+/-	+	+	+	+	+/-	+/-
North Baddesley	+	-	+/-	--	+/-	+/-	+	+	+	+	+	+	+/-
Romsey	+/-	-	+/-	--	+/-	+/-	+/-	+	+	+	+	+/-	+/-
Valley Park	+	-	+/-	-	-	+/-	+	+	+	+	+	+/-	+/-

Key to the Symbols:

Performs very well	++
Performs well	+
Mixed performance	+/-
Performs less well	-
Performs poorly	--
Depends on implementation	i
Uncertain	?
No Effect	O

Note: The symbols of performance should not be considered in isolation, they represent a broad indication that need to be read in conjunction with the commentary contained within Appendix 9.

- 9.71 The appraisal has identified that at a broad scale, none of the areas of search outperform the others in all criteria. In addition, it is important to look beyond the summary of performance, reflecting the full consideration of the areas and variability within them.
- 9.72 The Edge of Southampton – East broad area of search includes Chilworth and part of the North Stoneham area. It has a mixed performance in relation to accessibility, with variation across the area. There is limited scope for the use of previously developed land; this is the case for the other broad areas of search. The area has a mixed performance in relation to international nature conservation and it performs less well in relation to biodiversity. The area includes significant coverage by SINC's (of value individually and as part of the wider network) and areas designated as ancient woodland. The blocks of woodland are also an important part of the landscape character. There is a mixed performance in relation to the historic environment, with the area incorporating a range of assets.
- 9.73 The Edge of Southampton – West area includes Nursling and Rownhams and adjoins Lordshill (within Southampton City). There is outline permission for up to 350 dwellings at Redbridge Lane in Nursling, which falls within this area of search. There is also planning permission for a distribution warehouse to the south of Brownhill Way. The western side of the broad area of search is adjacent to international nature conservation designations in the Solent. There is a mixed performance in relation to biodiversity, with variability in the value of areas within the broad area of search. There is also a mixed performance in relation to landscape and settlement character as well as heritage considerations. The accessibility of the broad area of search as a whole is noted to be mixed, however there are variations across the area. The Lordshill bus interchange is located to the south of the area.
- 9.74 The North Baddesley broad area of search includes the existing settlement and land adjoining it. Emer Bog SAC is relatively close to the north of this area, with parts of the broad area of search falling within the discharge constraint zone for this designation. The area has a mixed performance in relation to wider biodiversity, with it recognised that some of the areas adjacent to the existing built up area are sensitive in this regard. There is also a mixed performance in relation to the landscape and settlement character. Any development to the east and north west may have the potential to reduce the separation between North Baddesley and other settlements in close proximity (Romsey, Valley Park and Chilworth). The area is noted to perform well in relation to accessibility and heritage considerations.
- 9.75 The Romsey broad area of search is also focused on the existing town and surrounding land. Areas to the north and west include significant areas of high and moderate flood risk associated with the River Test. The area has a mixed performance in relation to landscape and settlement character, as well as heritage. There is variability across the area in relation to these criteria, including when accounting for the distribution of heritage assets (with a particular concentration in the town centre) and retaining the separation

between settlements. There are a number of international nature conservation designations that may be affected by development in parts of the broad area of search, including Emer Bog SAC and Mottisfont Bats SAC. There is a mixed performance in relation to biodiversity, with variation across the area. Land to the north and west is noted to be very ecologically sensitive. Accessibility within the broad area of search is also mixed. There is a bus station and train station within the town.

- 9.76 The Valley Park broad area of search includes the settlement of Valley Park and parts of the parishes of North Baddesley and Ampfield that are adjacent. The area performs less well in relation to biodiversity (including international nature conservation designations). Emer Bog SAC is relatively close to the west of this area, it also incorporates a SSSI (Trodds Copse), SINCs and ancient woodland. There is a mixed performance in relation to the landscape and settlement character. Some of the woodland areas adjacent to the existing built up area provide a form of containment. The area performs well in relation to the historic environment. There is a mixed performance in relation to accessibility, with the areas towards the west generally performing less well in this regard. It is noted that there is a train station at Chandler's Ford which is to the east of the broad area of search.
- 9.77 The appraisal process has highlighted that there is a reasonable degree of variation within the broad areas of search, including in terms of the constraints affecting different parts of the areas. For example, a number of broad areas of search are noted to have the potential to affect the separation of settlements, which is a locally important issue. This often only affects part of a number of the broad areas of search. The woodlands within Southern Test Valley provide a form of containment for some of the urban areas and in many cases are also of nature conservation value.
- 9.78 There are concerns with respect to some parts of the broad areas in relation to nature conservation and biodiversity, such as areas in close proximity to Emer Bog SAC and within the foraging zone for Mottisfont Bats SAC. In relation to both of these designations, there may be a need to avoid development in certain locations or provide mitigation measures. The north and west of Romsey is also likely to be inappropriate for development when considering flood risk and biodiversity considerations.
- 9.79 Accessibility across Southern Test Valley is mixed to good, although there are variations. In general, those areas further from the existing settlements perform less favourably, such as to the north west of Valley Park and in part of the Edge of Southampton – East broad area of search. There is access to the rail network in Southern Test Valley from the train station at Romsey. There is also access to the station at Chandler's Ford and to a lesser extent at Redbridge (in Southampton). Bus stations / interchanges are also available in Romsey and Lordshill (in Southampton). On the basis of the availability of the bus station (and associated services) and the train station in the centre of Romsey, the Council has recognised that this provides greater opportunities to promote / facilitate journeys by public transport (subject to these provisions being within reasonable reach of any new development).

- 9.80 These factors can help to inform the consideration and appraisal of specific sites within the broad areas of search.

Southern Test Valley – Appraisal of Strategic Sites

- 9.81 The appraisal of strategic sites comprises an assessment of SHLAA submissions that fall within the broad areas of search for 50 or more dwellings, as well as sites for less than 50 that have the potential to form part of a larger site (as set out above).
- 9.82 For Southern Test Valley, 36 SHLAA sites have been appraised, with at least one site within each broad area of search. The detailed boundaries of the sites can be found in the SHLAA¹²⁰, with an outline of the site boundaries provided in Figure 14.
- 9.83 The appraisal of these options is set out in Appendix 10. A summary of the performance is provided in Table 33. The symbols indicating the performance against the sustainability criteria should not be considered in isolation, they are a broad indication and need to be read in conjunction with the commentary. The sites have been grouped based on the broad areas of search that they fall into.
- 9.84 The majority of the options were considered as part of the SA Report for the Regulation 18 Revised Local Plan. There are four additional sites that have been included (references 058, 062, 183, and 257). There have been some changes in the performance of the sites against the sustainability criteria (and the baseline) including as a result of updated information since the preparation of the last SA.
- 9.85 Many of the sites have a similar performance in relation to some of the sustainability criteria. None of the sites would be ruled out by any of the criteria or SEA topics. However, as noted in relation to Northern Test Valley, differences identified aid in informing the consideration of options, along with the objectives of the plan.
- 9.86 A number of the sites perform less well in relation to the criteria including landscape and settlement character, biodiversity, the historic environment and accessibility. In some cases it may be possible to avoid or mitigate adverse effects linked to these categories. More information is provided in Appendix 10 on this matter on a site by site basis.

¹²⁰ Test Valley Borough Strategic Housing Land Availability Assessment, Test Valley Borough Council, 2013 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/shlaa/>).

Table 33: Summary of the Performance of the Strategic Sites for Southern Test Valley

(Needs to be read in conjunction with associated commentary, contained within Appendix 10, the Council's preferred sites are in bold text)

SHLAA Site Reference	Site Description	Criteria												
		1. Flooding & groundwater	2. PDL	3. Soil and geology	4. International biodiversity	5. Biodiversity	6. Character	7. Heritage	8. Communities	9. Housing need	10. Economy	11. Leisure & culture	12. Accessibility	13. Deliverability
Edge of Southampton – East (including Chilworth)														
027	Park Farm, North Stoneham	++	+/-	?	+/-	-	-	-	+/-	+	+/-	+	+	+
141	Land at The Orchard, Chilworth	++	--	?	+/-	--	-	+	+	+	+	+	+/-	+
142	Land at Lord's Wood, Lord's Hill	+	--	?	+/-	--	-	-	+	+	+	+/-	+/-	+/-
162	Land between Bracken Place and Bracken Hall, Chilworth	++	--	?	+/-	-	-	+	+/-	+	+	+	+	+
Edge of Southampton – West (including Nursling and Rownhams)														
017	Parkers Farm	+	-	+/-	+/-	+/-	-	+/-	+	+	+	+	+	+
136	Field's Farm, Rownhams Lane	++	-	+/-	+/-	-	-	+/-	+	+	+	+	++	+
186 a	Bargain Farm	++	-	--	+/-	+	+/-	-	+	+	+	+	++	+
221	Grove Farm and Grove Lodge	+/-	-	+/-	+/-	-	-	+/-	+	+	+	+	-	+

Table 33 continued...

SHLAA Site Reference	Site Description	1	2	3	4	5	6	7	8	9	10	11	12	13
North Baddesley														
024	Land at Roundabout's Copse	++	--	+	+/-	--	+/-	+	+	+	+	+	+	+
026	Land south of Hoe Lane	++	--	+/-	+/-	+/-	-	+	+	+	+	+/-	+	+
127	Hoe Farm	++	-	+/-	+/-	-	+/-	+	+	+	+	+/-	+	+
143	Land south of Bracken Road	+/-	--	?	+/-	--	-	+	+	+	+	+	++	+
220	Packridge Farm	++	--	-	+/-	+/-	-	+	+	+	+	+	++	+
Romsey														
005	Land north of Highwood Lane, Halterworth	+/-	--	+	-	-	-	+	+	+	+	+	+	+
006	Land south of Highwood Lane, Halterworth	++	--	+/-	-	+	-	+	+	+	+	+	+	+
007	Land at Halterworth	+	-	-	-	-	+/-	+	+	+	+	+	+	+
009	Ganger Farm	++	-	+/-	-	--	+/-	+/-	+	+	+	i	+/-	+
058	Land at Cupernham Lane	++	--	?	+/-	-	-	+	+	+	+	+	+	+
062	Land to east of Braishfield Road	++	--	+	+/-	+/-	+/-	+	+	+	+	+	+	+/-
078	Land at Lodge Farm, Halterworth	++	--	-	-	+	+/-	+	+	+	+	+	+	+/-
084	Land at Oxlease Farm, Cupernham Lane	+/-	-	?	-	-	-	+/-	+	+	+	+	+	+
126	Land at Whitenap	++	-	+/-	-	--	+/-	+/-	+	+	+	+	+	+
145	Land at Luzborough House	++	--	+	+/-	+	+/-	+/-	+	+	+	+	+	+
183	Land at Peel Close	++	--	?	+/-	-	+/-	+	+	+	+	+	+	+
190	Land west of Highwood Lane, Halterworth	++	--	-	-	+	-	+	+	+	+	+	+	+/-
191	Land north of Botley Road, Halterworth	++	--	-	-	+	-	+	+	+	+	+	+	+/-

Table 33 continued...

SHLAA Site Reference	Site Description	1	2	3	4	5	6	7	8	9	10	11	12	13
196	Pond Cottage	++	--	+	+/-	+/-	+	+/-	+	+	+	+	+	+
206	Land at corner of Highwood Lane, Halterworth	++	--	+	-	+	-	+	+	+	+	+	+	+
Valley Park														
107	Land at Great Covert	+	--	?	+/-	--	-	+/-	+	+	+	+	+	+
110	Land north of Flexford Road	++	-	+/-	+/-	+/-	-	+	+	+	+	+	+/-	+
120	Land to north and south of Flexford Road (1)	++	--	?	+/-	+/-	-	+/-	+	+	+	+	+/-	+/-
121	Land to north and south of Flexford Road	++	--	?	-	+/-	-	-	+	+	+	+	-	+/-
122	Land to north and south of Flexford Road (2)	++	--	?	-	+/-	-	+/-	+/-	+	+	+	+/-	+/-
123	Land to north and south of Flexford Road (3)	++	--	?	+/-	+/-	-	-	+	+	+	+	-	+/-
124	Castle Lane Farm, Castle Lane	++	-	?	+/-	+/-	-	+	+	+	+	+	+	+
257	Land at Velmore Farm, Chandler's Ford	++	--	-	+/-	+	-	+	+	+	+	+	+	+

Key to the Symbols:

Performs very well	++
Performs well	+
Mixed performance	+/-
Performs less well	-
Performs poorly	--
Depends on implementation	i
Uncertain	?
No Effect	O

Note: The symbols of performance should not be considered in isolation, they represent a broad indication that need to be read in conjunction with the commentary contained within Appendix 10.

- 9.87 As set out within Table 28, the residual requirement the Council is seeking to deliver through strategic sites equates to 1,659 dwellings in Southern Test Valley. None of the sites have been promoted for this scale of development; therefore more than one site would be required to deliver this figure.
- 9.88 In assessing the sites, there needs to be consideration of the merits of individual sites and combinations of the options to achieve the residual housing requirement for the housing market area. This needs to reflect the nature and characteristics of development and settlements within and adjoining the housing market area, the objectives of the plan (including the features of the area that are particularly valued) and the opportunities and constraints of the new development options.
- 9.89 Given the number of sites promoted and considered through the SHLAA and subject to appraisal within Southern Test Valley, there are a significant number of potential combinations which could be considered. The Council has sought to focus on the reasonable alternatives.
- 9.90 There are five settlements within Southern Test Valley that have been considered within the broad areas of search, based on the settlement hierarchy (namely Romsey, North Baddesley, Nursling and Rownhams, Chilworth and Valley Park). Regard also needs to be given to the role of settlements outside the Borough, primarily Southampton, Eastleigh and Chandler's Ford.
- 9.91 Of these settlements, Chilworth's position within the hierarchy has been based on its specialist employment provision and its proximity to Southampton, which needs to be taken into account as part of the consideration of options. In addition, outline permission has been granted, which is yet to commence, for 350 dwellings at Redbridge Lane in Nursling.
- 9.92 One option for meeting the residual requirement would be to focus all of the development in one broad area of search¹²¹. This may enable new or enhanced infrastructure, facilities and services to be provided for the benefit of the new and existing residents. Conversely while no major infrastructure constraints have been identified for Southern Test Valley, there may be a potential risk to local infrastructure capacity such as the road network in some cases. It is recognised that the lead in times for the provision of major development and necessary infrastructure does need to be considered. Focusing all strategic residential allocations around one settlement or area within this part of the Borough may reduce choice for prospective residents.
- 9.93 An alternative approach would be to disperse development across the area, incorporating sites in all / the majority of the settlements considered (based on the settlement hierarchy). There would be numerous ways of undertaking this,

¹²¹ Based on the sites considered within the SA, without further consideration of the relative merits of the options, this approach could be taken in Romsey, Valley Park, Nursling and Rownhams (Edge of Southampton - West) and Chilworth (Edge of Southampton - East). There are not sites of a sufficient scale to achieve this around North Baddesley.

including with similar numbers of homes in each area or a more varied approach (e.g. focusing more development in one or two areas). Depending on the approach taken, this would provide a wider choice for prospective residents and support meeting local housing need. Depending on the scale of development within different locations, the scope to provide additional facilities and services, or enhance existing provisions, may vary by settlement and when accounting for scale of development put forward.

- 9.94 Prior to giving further consideration to combinations of sites, some initial conclusions can be drawn in relation to the appropriateness of the sites subject to appraisal. Based on the appraisal work, in conjunction with the objectives for the plan, the Council has identified that there are a number of options that perform less well overall.
- 9.95 Sites to the north west of Valley Park have been identified as less suitable options when accounting for their accessibility in particular, but also when factoring in the potential impact on the landscape quality and settlement character (including retaining separation between settlements). This covers site references 120 to 123. As such, these options have not been considered further.
- 9.96 Similarly the site to the north of Upton (site reference 221) is anticipated to be less suitable in relation to the existing access to facilities and services; the potential to promote travel via sustainable modes and its effect on landscape quality and settlement character.
- 9.97 The site at Lord's Wood (site reference 142) is noted to have a number of constraints including in relation to effects on the environment (including in relation to biodiversity, heritage and landscape) and deliverability considerations. This area has also been identified as having potential to provide a green infrastructure asset with public access to the woodlands through the PUSH Green Infrastructure Strategy and substantial development in this location may prejudice this role. As such, this site has not been considered further.
- 9.98 Sites at The Orchard in Chilworth (reference 141), land south of Bracken Road, North Baddesley (reference 143) and Great Covert at Valley Park (reference 107) are noted to perform poorly in relation to biodiversity and in these cases there may be limited scope to mitigate these effects. The site between Bracken Place and Bracken Hall (reference 162) is anticipated to have an adverse effect on biodiversity and the landscape character which would be challenging to mitigate. Taking account of these constraints, these sites have not been taken forward for further consideration as part of meeting the residual housing requirement for Southern Test Valley.
- 9.99 The Council has taken a view that if development to the east of Romsey (at Halterworth) was a preferred option, this should be undertaken through comprehensive planning of the whole area between Halterworth Lane and Highwood Lane, rather than incremental parcels coming forward. As such, the individual parcels that make up the wider site have not been considered

further (see references 005, 006, 078, 190, 191 and 206). Following a similar rationale, the Council would seek to look at sites as a whole, rather than bringing forward parts of multiple sites, so as to ensure a comprehensive approach to the masterplanning of each location.

- 9.100 When reflecting on the objectives of the Plan and some of the features of the area that have been identified as important, there is an opportunity to give further consideration to the appropriateness of some of the remaining options. The Council has highlighted that the landscape quality and character and the separation of settlements¹²² are important including in terms of how they help to inform settlement identity.
- 9.101 Both the Plan and sustainability objectives set out an aspiration to locate development where daily needs for employment, shopping and a range of community facilities are possible by sustainable modes of transport. It is also highlighted within the plan objectives that new development should be appropriate in scale to the size, character and function of settlements. These objectives highlight the importance of accessibility and an appropriate scale of development relative to the settlements to which they relate. In combining the Council's objectives to conserve settlement character (accounting for functioning and identity) and to focus development in accessible locations and the need to take account of the delivery of sites, a preference for the residual housing requirement to be distributed around more than one settlement has been identified.
- 9.102 Taking account of the implications of the settlement hierarchy both within and beyond the Borough and the sites that have been appraised, a higher scale of development at Romsey than for the other key settlements within Southern Test Valley may be appropriate. This view takes into account the range of facilities and services available, particularly within the town centre, and the presence of rail and bus stations. Sites closest to Southampton are generally not preferred in terms of the merits of the sites when compared with others, including when accounting for biodiversity and landscape considerations.
- 9.103 In looking at a significant amount of development being focused in Romsey, there are three main locations based on the appraised sites. These comprise north east of the town at Ganger Farm (reference 009), to the east at Halterworth (reference 007) and to the south at Whitenap (reference 126).
- 9.104 In reviewing these options, a focus on Ganger Farm would not be preferred. This is primarily based on the relative accessibility of this site in comparison to Halterworth and Whitenap.
- 9.105 On the basis of Ganger Farm not being preferred, sites that were appraised that could form part of a wider site in conjunction with Ganger Farm (rather than form strategic allocations in their own right) in this vicinity are also not preferred by the Council (site references 062 and 183).

¹²² As recognised in Appendix 10, in a number of cases, areas of woodland provide a form of containment to built development within this part of the Borough.

- 9.106 The Halterworth site has advantages relative to the other substantial sites around Romsey in relation to on-site biodiversity and heritage. However, development in this location would have an impact on the separation between Romsey and North Baddesley. This site is also in closer proximity to Emer Bog SAC. Whilst noting that Whitenap includes a higher biodiversity interest on site, there are likely to be opportunities to avoid the main assets on site. Similarly, in relation to heritage considerations, effects could be lessened through the sensitive planning of the site (including in relation to Broadlands). Whitenap is anticipated to provide greater opportunities in terms of its accessibility relative to existing facilities and services and opportunities for onsite employment as part of a mixed use scheme (also see Chapter 11).
- 9.107 While the outcomes of the appraisal process in relation to the sustainability criteria are relatively similar, the importance of retaining the separation between settlements leads to Whitenap being the preferred option of the larger sites around Romsey. In relation to biodiversity considerations, there is scope to mitigate the potential impact of development, including through the retention and ideally enhancement of Beggarspath Wood. There may also be opportunities to use the buildings of local historic interest that fall within the site in a sensitive way, whilst also having regard to the relationship with Broadlands Park.
- 9.108 The remaining residual requirement could be met by an individual site or a combination of sites. Taking account of the above discussion, there remain a number of sites for consideration which vary in their scale. Options around North Baddesley include sites to the east, south and west (references 024, 026 and 220, and 127 respectively). There are sites to the north and south of Valley Park (references 110, 124 and 257) and a site at North Stoneham (reference 027). Options within the vicinity of Nursling and Rownhams are located to the south and east of the settlements (references 186, 017 and 136). Remaining options around Romsey comprise sites to the north and east (references 058, 084, 145 and 196).
- 9.109 In relation to the sites around Valley Park, the Council is concerned that the site at Castle Lane Farm (reference 124) would be slightly isolated from Valley Park. This site, along with land at Velmore Farm (reference 257) and land north of Flexford Road (reference 110), are also considered to be prominent in the landscape and reduce the degree of separation between settlements (thus affecting settlement character). As such, these options are not preferred.
- 9.110 The site to the east of North Baddesley (reference 024) is not a preferred option when accounting for biodiversity and settlement character considerations, including the separation between North Baddesley and Chilworth. Sites to the east of Nursling and Rownhams (references 017 and 136) are not preferred when accounting for their impact on the landscape character.
- 9.111 When considering the need for other uses, land at Bargain Farm in Nursling (reference 186a) is not a preferred option for residential development. The

Council has identified a preference for this site to be allocated for employment and park and ride uses (considered further in Chapters 11 and 13).

- 9.112 As a result, there remain a number of options including sites around Romsey, North Baddesley and at North Stoneham. The combinations of options have not been subject to further appraisal against the sustainability criteria as the outcomes of the appraisal set out within Appendix 10 are considered as providing a sufficient guide as to inform the consideration of the options.
- 9.113 Combinations of options that have been considered include, sites in the vicinity of Hoe Lane in North Baddesley (i.e. references 127, 026 and 220); Hoe Farm at North Baddesley and Park Farm at North Stoneham (references 127 and 027); sites west of Cupernham Lane (Romsey), south of Hoe Lane (North Baddesley) and Luzborough House (Romsey) (references 084, 058, 145, 026 and 220); Hoe Farm and Luzborough House (references 127 and 145); and sites west of Cupernham Lane, Luzborough House, and Pond Cottage (Romsey) (references 084, 058, 145 and 196). It is noted that the latter option would focus all of the residual housing requirement in Romsey, which the Council has identified would not be a preferred approach in respect to its potential impact on delivery.
- 9.114 Through the consideration of the merits of the individual sites forming part of these options as well as the implications of the combinations of the sites, the Council's preferred approach is to allocate sites for residential development at Hoe Farm, North Baddesley (reference 127) and land at Park Farm, North Stoneham (reference 027). Land at Park Farm has been identified on the basis of the potential to form part of a wider site that crosses the administrative boundaries of Eastleigh Borough and Test Valley with a comprehensive approach being taken to the masterplanning of the area. This site would not be a preferred option without the proposed development within Eastleigh Borough. The site at Hoe Farm was identified as being relatively free from constraints, with scope to be relatively self-contained within the landscape.
- 9.115 With regard to mitigation measures, reflecting the outcomes of the appraisal contained within Appendix 10, it would be recommended that development at Hoe Farm be planned in such a way as to avoid development in the areas of highest biodiversity value, with existing community and recreation facilities being retained. For Park Farm, it would be important that the site is planned so as to be sensitive to heritage assets and areas of highest biodiversity value. It is acknowledged that whilst mitigation measures can be provided to lessen the effect on key heritage assets, development at Park Farm in conjunction with the proposed development within Eastleigh Borough is likely to have a permanent significant effect on the locally important Park and Garden associated with the former North Stoneham House.
- 9.116 As such, the strategic options identified by the Council to support the housing requirement comprise land at Whitenap in Romsey (reference 126), Hoe Farm in North Baddesley (reference 127) and Park Farm in North Stoneham (reference 027).

- 9.117 Within Appendix 10, an outline of the reasons why sites were selected or not preferred is set out.
- 9.118 In identifying the preferred options, the Council has also considered other combinations of sites. A more dispersed approach to development was considered (focusing on smaller sites), including options around Romsey, North Baddesley, Nursling and Rownhams and Valley Park (site references 196, 145, 084, 058, 026, 220, 127, 017, 136, 186a, and 110). This approach was not preferred when accounting for the visual impacts (including on the landscape quality and settlement character) of multiple small incursions into the countryside, the implications of the constraints associated with the individual sites and the lesser opportunity to provide new or enhanced facilities and services to cater for the additional development than may be achieved in conjunction with larger scale developments.
- 9.119 Options focusing on one settlement were also reviewed, in this case this looked at Romsey (including; site references 007 and 145; or 126, 058, 084, 196 and 145). These options were not preferred when accounting for limitations on choice of location across the area for prospective residents, and the increased pressure on one settlement over the plan period. Focusing all development around one of the other key settlements in Southern Test Valley were not reviewed as insufficient sites were available to achieve the residual housing figure when accounting for significant constraints (including adverse effects on biodiversity that could not be mitigated).
- 9.120 Similarly other options based around major development in Romsey, with other sites across Southern Test Valley that did not include land at Whitenap were considered. This included a focus at Halterworth (e.g. references 007 and 027; 007, 026 and 220; 007 and 110) and Ganger Farm (e.g. references 009, 127 and 017; 009, 183, 062, 058, 084, 027, 127, 110 and 136). In each of these cases, the merits of the individual sites relative to the sustainability criteria and plan objectives resulted in these options not being preferred.

Mitigation Measures for Strategic Residential Sites

- 9.121 As an outcome of this chapter, the strategic options identified to support the housing requirement comprise George Yard / Black Swan Yard (reference 152), Picket Piece (references 158, 161 and 212) and Extension to Picket Twenty (reference 131) for Northern Test Valley, with sites at Whitenap in Romsey (reference 126), Hoe Farm in North Baddesley (reference 127) and Park Farm in North Stoneham (reference 027) in Southern Test Valley.
- 9.122 These options are not free from constraints, with the potential for significant effects on the environment focusing on the settlements they relate to. There has been consideration of potential mitigation measures that could be incorporated into the plan to reduce the risk of adverse effects and where possible provide enhancements in relation to the effects of the development as part of the appraisal within Appendix 10. Also see Chapter 15 of this report.

- 9.123 For Southern Test Valley in particular, there will need to be consideration of the implications of development on international nature conservation designations. This has been considered in further detail within the Habitat Regulations Assessment process (for the preferred options), which has also informed the preparation of the Plan. The mitigation measures that may be appropriate depend on the potential effects of the different designations (e.g. need to conserve certain areas of habitat, provide alternative opportunities for recreation and conserving the water environment). A biodiversity policy is proposed within the Revised Local Plan which will provide a mechanism to further consider these matters. Specific mitigation measures have been identified in relation to allocations at Whitenap and Hoe Farm through the provision of alternative recreation opportunities in close proximity to the site.
- 9.124 Sites should be designed to integrate with the local communities, where possible ensuring that any new facilities and provisions are available for both new and existing residents. Opportunities to promote sustainable modes of travel (including pedestrian and cycle routes), particularly in relation to key destinations, should be taken (see proposed policy on managing movement within the Revised Local Plan). It will be important to ensure that sufficient infrastructure capacity is available to serve new developments including those aspects mentioned above, as well as utilities, education, health and transport infrastructure for example (see proposed policy on infrastructure provision within the Revised Local Plan). It may be necessary to phase development across the plan period to ensure that necessary infrastructure is in place to support additional development¹²³.
- 9.125 Sustainable drainage systems should be considered as a mechanism to avoid increasing flood risk on and off site; this should be designed to take account of potential changes to levels of flood risk (i.e. accounting for likely changes in the climate). Forthcoming legal requirements for the provision of sustainable drainage systems will provide a mechanism to secure their delivery.
- 9.126 Additional mitigation measures have been identified above in relation to specific sites; these can be used to inform the plan.

¹²³ This includes in relation to waste water treatment capacity serving Andover and the surrounding villages (which has implications for the water environment and biodiversity) – the proposed policy on water management within the Revised Local Plan provides a mechanism for this form of mitigation.

10 Approach to Settlement Boundaries

- 10.1 While the Council has sought to identify residential allocations to deliver the residual housing figure for the Borough, there is also an intention to provide guidance on where development outside of these allocations may be acceptable in principle. This would provide a starting point for further consideration of proposals. This is to also reflect national guidance supporting sustainable development, recognising the character of the countryside, and avoiding isolated new homes in the countryside unless there are special circumstances¹²⁴.
- 10.2 In terms of establishing where development might be acceptable in principle, the Council has identified two alternative approaches. These comprise defining areas spatially or using a criteria based approach (i.e. with no spatial definitions). These alternatives have been tested against the sustainability objectives, as presented in Appendix 11.
- 10.3 It is recognised that the effects of both options would be linked to the specific proposals that come forward making it challenging to determine the relative sustainability of the options. Whilst taking account of the outcomes of the appraisal, the Council has considered it is appropriate within the context of a plan led system to set out where development and redevelopment in the Borough's towns and villages would be acceptable in principle rather than considering this on a site by site basis. This also provides greater certainty for those considering the potential for development within the Borough. Therefore, the spatial definition of areas where the principle of development would be acceptable is preferred.
- 10.4 Reflecting national guidance, it is recognised that there may be certain circumstances where development may be appropriate outside these boundaries. As covered later within this report, policies are proposed to provide a framework for considering some such circumstances including for rural affordable housing exception schemes.

Approach to Defining Settlement Boundaries

- 10.5 There are alternative approaches that could be taken to defining the areas where the principle of development may be acceptable (referred to as settlement boundaries). There would need to be a consistent approach across the Borough that could subsequently be tailored to the specific circumstances of the settlements.
- 10.6 In the Borough Local Plan (2006), settlement boundaries were identified for areas where the principle of development would be acceptable, with new development in areas beyond this (referred to as 'countryside') generally being resisted in principle. There are also areas identified for frontage infill development, where there may be some scope for additional residential development within the countryside in built up frontages reflecting a linear

¹²⁴ National Planning Policy Framework, CLG, 2012.

character within these areas. The frontage infill approach has been criticised by Planning Inspectors in the past¹²⁵. However, it remains an option to continue this approach, in conjunction with the settlement hierarchy.

- 10.7 An alternative approach would be to use an envelope approach, with areas either being identified as within the settlement or outside it (i.e. in the countryside). Depending on how applied, this approach may give more flexibility than that within the Borough Local Plan 2006, with other policies (including those covering settlement and landscape character) being used to consider the merits of a proposal that may previously have been resisted in areas restricted to frontage infill. With both options, there could be alternative approaches to how tightly settlement boundaries are defined.
- 10.8 In considering these two broad approaches, it is difficult to identify specific sustainability implications that would differentiate between the two approaches. Therefore, given the criticism of the Borough Local Plan 2006 approach and the potentially greater flexibility offered by the alternative, the Council proposed to take forward the envelope approach.
- 10.9 The settlement boundary approach using envelopes can be applied in different ways, in terms of how tightly boundaries are drawn around settlements. For example, the boundaries could be drawn around existing built development or more widely, potentially including land that could potentially be developed over the plan period. These options have been considered in relation to the sustainability objectives (see Appendix 11), in terms of whether there is a focus on the existing built up area or the inclusion of additional land that could potentially be developed if identified within the settlement boundary.
- 10.10 When considering the different approaches in relation to the sustainability objectives, in many cases the effects would depend on the implementation of the approach and whether any additional development came forward. Drawing wider boundaries including additional undeveloped land may have a less favourable impact on the use of land and conservation of soil resources through the increased level of greenfield land available to develop. The implications on settlement character and the landscape would depend on where boundaries are drawn. However, drawing boundaries more widely may create additional opportunities for additional residential or economic development potentially supporting local needs or demands. In comparison, tighter boundaries focused on the existing built up area may promote a greater focus on redevelopment within the settlement, which may put pressure on settlement character. The same could also result through looser boundaries if not defined in such a way to anticipate the potential effects of allowing the principle of development in sensitive locations (e.g. filling in gaps between clusters of development in some settlements).
- 10.11 There are advantages and disadvantages to both approaches; however it is considered there is not a significant difference in the relative sustainability of

¹²⁵ Test Valley Borough Local Plan Review Inspectors' Report, D. Harmston and M. Clark, 2005 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/development-plan>).

the alternatives or the likely significant effects that may result. The Council has identified a preference for the boundaries to be defined focusing on the existing built up area. This is on the basis of the settlement hierarchy informing where boundaries are established, and policies being in place to enable some development in rural areas outside the settlement boundaries to meet identified housing need.

- 10.12 These additional policies have been identified in Chapter 14 in order to support the delivery of the housing figures for the Borough.
- 10.13 Previous Inspectors have set out a need to use identifiable boundaries on the ground and reflect the full built up area of villages, not just housing. Therefore the Council has considered options in relation to what to include within settlement boundaries. This comprises consideration of the inclusion of full residential curtilages, community facilities and services linked to settlements (including schools and recreation provisions) and employment sites. These have all been considered within Appendix 11.
- 10.14 In each case it has been recognised that the implications are likely to depend on the specific circumstances of these uses and their relationship with the settlements. In light of the appraisal outcomes, consideration of the Plan objectives and taking account of other policies proposed within the Revised Local Plan, the Council has sought to include all of these features within settlement boundaries where they are well related to the core settlements. For example, an employment site which is remote from the main settlement area would not be included within a boundary just because it is an employment site. In addition, in some cases the Council has identified that it may have to take a more site specific approach. For example where the inclusion of substantial residential curtilages is likely to have an adverse effect on the settlement character and landscape it may be appropriate to provide a more tightly defined boundary.
- 10.15 An appraisal of specific alternatives on the extent of each of the settlement boundaries has not been undertaken, with the boundaries being defined on the basis of the Council's preferred approach, taking account of comments made by the local communities.
- 10.16 The effects of the definition of the settlement boundaries will depend on the proposals that come forward over the course of the plan period. Where some of the boundaries have been drawn more widely than was the case through the Borough Local Plan 2006, there may be additional development proposals that come forward (including where sites were previously identified as 'countryside'). It is noted that in some locations that had identified 'frontage infill areas' through the Borough Local Plan (2006) would now be classified as countryside with less scope for development.
- 10.17 Any such development has the potential to have an adverse effect on the environment (but potentially support economic and social considerations) when considered against this policy in isolation. However, when considering the plan as a whole, there are other policies within the plan that seek to

conserve such features and retain community facilities. Therefore, the definition of the settlement boundaries where the principle of development is accepted would not remove the requirement for a development to address specific adverse impacts.

Test Valley Borough Council

11 Scale of Economic Development and Preferred Strategic Sites

- 11.1 An evidence base report entitled the Test Valley Long Term Economic Strategy (LTES) was originally published in 2007¹²⁶. An update to the Strategy has been prepared¹²⁷ reflecting the changes to the economic and policy climate since the publication of the original strategy.
- 11.2 The update notes that the Test Valley economy fared reasonably well during the recession in terms of gross value added (GVA) output. The impact on sectors within the Borough has varied, with some performing more favourably than others. However, the recession resulted in a substantial contraction of the labour market within the Borough (a greater percentage contraction than the county, regional, and UK figures); this is likely to have arisen due to the low value nature of the economy. Taking account of these factors, the economy is forecast to expand more slowly than previous estimates. There remain expectations in terms of structural change, with a shift towards the service economy. It is noted that the strategic aims, objectives and action points identified in the original LTES remain relevant.
- 11.3 Further work has been undertaken looking at the need for land to support economic development through PUSH (including as part of the South Hampshire Strategy) in relation to South Hampshire (incorporating Southern Test Valley) and the Borough wide Employment Land Review (which has also been updated)¹²⁸.
- 11.4 The Employment Land Review divides the Borough into Andover, the Rural Areas and Southern Test Valley – this reflects differences in the office, industrial and warehouse markets within the Borough. The same approach has been considered when reviewing the need for additional land to support economic development. There are differences within the local economy in these three areas, which has been reflected within the evidence base.
- 11.5 When considering the Borough as a whole, the updates of the evidence base have suggested, that the growth in jobs in the Borough between 2011 and 2031 could be approximately 6,000 jobs¹²⁹ or approximately 7,200 jobs¹³⁰ (note that this extends beyond the plan period). More recent data (as referred to in Chapter 8) has indicated that the growth in jobs may be higher than previously envisaged within the Long Term Economic Strategy update. Some of the differences arise from the projections being based on different economic

¹²⁶ The Centre of Things: A Long Term Economic Strategy for Test Valley, Experian, 2007 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-economy/>).

¹²⁷ Test Valley LTES: Update 2012, Experian, 2012 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-economy/>).

¹²⁸ Test Valley Employment Land Review and Andover Employment Floorspace Demand Study, DTZ, 2008 and Test Valley Employment Land Update, DTZ, 2012 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-economy/>).

¹²⁹ Test Valley Employment Land Update, DTZ, 2012.

¹³⁰ Test Valley LTES: Update 2012, Experian, 2012.

forecasts, indicating the degree of uncertainty in projecting economic growth. This has been a particular issue in recent years when reviewing the depth of the recession and the strength of recovery.

- 11.6 It is set out that over the plan period, the sectors that are likely to account for the largest share of growth include business services, distribution and retail; manufacturing employment is expected to decline even if output increases¹³¹. It is noted that as a whole, the office market within Test Valley is of a small scale¹³².
- 11.7 A number of the evidence base studies (including the Employment Land Review and Employment Land Update) have made recommendations which have fed into the consideration of options discussed below and the approach taken by the Council.
- 11.8 It is recognised that there is no a direct relationship between jobs growth and increasing demand for employment floorspace. There are a range of factors that influence this, including a growth in the number of jobs involving working from home, changes in working practices and different ratios of employees to floorspace for different sectors. In addition, when considering the requirements for additional floorspace, there is also a need to account for the range and choice of provision (including the replacement of out of date premises which do not meet market requirements), as well as the quantum. Therefore, when considering needs for economic development purposes, the focus has been on floorspace based requirements.

Andover

- 11.9 Andover, along with the rural areas of the Borough fall within the Enterprise M3 LEP area. There are a range of businesses based in Andover, including several major employers, including Stannah, Twinings, Britax and the Army's HQ Land Forces. The economic profile of the Borough¹³³ highlighted that Andover has a greater share of the economy than Southern Test Valley, particularly in relation to manufacturing. However, the lower skill levels and pockets of deprivation within Andover have contributed to limiting the economic gains of the Borough. A distinctive feature of Andover is the high degree of self-containment with approximately 70% of its residents living and working in the town (based on the 2001 Census).
- 11.10 In relation to the town centre office market, the effects of the economic downturn in Andover have been significant and detrimental in terms of number of transactions (in terms of sales and lets of premises) and rental value levels. In addition, Andover retains its perception of being a 'blue collar' town. The demand for offices located over shops in the town centre is limited; it is likely that this is a continuing change in demand¹³⁴.

¹³¹ Test Valley Employment Land Update, DTZ, 2012.

¹³² Test Valley Employment Land Review and Andover Employment Floorspace Demand Study, DTZ, 2008.

¹³³ Test Valley: An Economic Profile 2006, Hampshire County Council, 2007.

¹³⁴ Andover Town Centre – Office Market Study, Carter Jonas, 2012.

- 11.11 Land at the former Andover Airfield, now known as Andover Airfield Business Park, has outline permission for economic development uses, with one of the units having been completed for a Co-Op distribution centre. A public house / restaurant has also been provided on site. There remain a number of available plots available, some of which have been subject to further planning applications.
- 11.12 The Employment Land Review sets out the baseline situation and economic forecasts, along with a range of other considerations. The recommendations within this report set out that there should not be a need to allocate further additional employment land on the basis of the supply available¹³⁵. However, the 2008 Employment Land Review recommended that the allocation within the Borough Local Plan for an extension to Walworth Business Park is retained. This site is likely to have a role in supporting the rejuvenation of the wider site. It is noted that land to the north of Walworth Road (east of the existing Business Park) has outline permission for employment uses.
- 11.13 There is an objective to support the rejuvenation of Walworth Business Park¹³⁶, including the delivery of the extension to it. This forms part of the wider strategy to support the economy of the town. The Council has entered into a partnership with Kier to support the delivery of this objective.
- 11.14 A site has been promoted for additional economic development use that would comprise a second phase of development at Andover Airfield Business Park. Land promoted for a retail led mixed use proposal at George Yard / Black Swan Yard within the town centre of Andover also proposes to include some office floorspace. These sites, along with the extension to Walworth Business Park could be considered for the provision of further economic development land.
- 11.15 The evidence base does not establish a need for additional employment land. However, the Council has identified that additional land adjacent to Walworth Business Park in supporting the rejuvenation of Walworth Business Park is anticipated to support both the plan objectives and sustainability objectives. Therefore, while there are options for the identification of employment land, there is no specific need for additional employment floorspace over the plan period and the land adjacent to Walworth Business Park is considered solely on the basis of being able to support the rejuvenation of Walworth Business Park (an assessment of this site against the sustainability objectives and consideration of likely significant effects is provided in Appendix 12). This option performs reasonably well in relation to the sustainability objectives, although it is noted to perform less well in relation to the efficient use of land and soil resources as it comprises of a greenfield site.

¹³⁵ Test Valley Employment Land Review and Andover Employment Floorspace Demand Study, DTZ, 2008 and Test Valley Employment Land Update, DTZ, 2012.

¹³⁶ Test Valley Borough Council Corporate Plan 2011 – 2015: Doing Things Differently, Test Valley Borough Council, 2011 (available: <http://www.testvalley.gov.uk/aboutyourcouncil/corporatedirection/corporateplan/>).

- 11.16 While it is noted that there is currently limited demand for offices within Andover town centre, the Council has highlighted that the potential inclusion of office space as part of a mixed use development in the town centre is considered to perform well in relation to both the plan and sustainability objectives (see Appendix 13 appraisal of this scheme) in terms of providing newer, high quality office space in a central (sequentially preferable) location and potentially providing some flexibility and support to the viability of the larger mixed use proposal.
- 11.17 Therefore, taking account of the above discussion no further appraisal of options has been undertaken on this matter.

Rural Areas

- 11.18 This area is continuing to see the effects of changes in agriculture and diversification into other areas of business. A significant amount of floorspace has been granted permission for employment uses, primarily through the change of use of existing buildings and also extension of premises. New permitted development right may also result in a greater use of agricultural buildings for alternative uses, including for economic development purposes. Agriculture remains a significant part of the Borough's economy.
- 11.19 The economic profile of the Borough (2006) highlighted that the rural areas of the Borough experience a net labour outflow. This area has the highest proportion of out-commuting in the Borough and the highest proportion of highly qualified people in the workforce. More recent data on commuting flows from the 2011 Census is not currently available.
- 11.20 The Employment Land Review considers the supply and demand of employment land in rural areas. The report recommends that there is sufficient supply in quantitative and qualitative terms to meet future need, subject to the safeguarding of existing employment uses and the favourable consideration of future proposals for appropriate conversions and redevelopment for employment uses (the latter reflecting national planning guidance).
- 11.21 Taking this into account, no alternatives have been tested for employment requirements. Revised Local Plan policies have been proposed reflecting the recommendations including on the retention of existing employment sites – these are considered separately, see chapter 14 for more information.

Southern Test Valley

Background Information and Scale of Development

- 11.22 The economy of Southern Test Valley is based on a number of high value business sites, highly qualified work force and good communication links. The University of Southampton Science Park in Chilworth is one of the key locations in south Hampshire for high technology, knowledge driven companies and high value jobs. In addition, Nursling Estate provides a sub-regionally important location for distribution within the M27 corridor.

- 11.23 There is a significant degree of out-commuting from Southern Test Valley, reflecting its good transport links and relationship with south Hampshire. However, there is also a significant inward flow of workers given the employment opportunities within the area (including those referred to above).
- 11.24 The Romsey office market has been identified as performing better than many other areas of the country, although the market remains depressed as a result of changes in the economic climate. There continues to be a demand for offices in the town however the demand for offices located over shops in the town centre is limited and largely restricted to local firms – this is not likely to be the effect of the current economic cycle¹³⁷.
- 11.25 Southern Test Valley is considered as part of the wider south Hampshire economy and falls within the Solent LEP. Work has been undertaken through PUSH to consider the approach to employment and likely floorspace requirements for the sub-region to deliver the PUSH Economic Strategy¹³⁸ (which was approved by the PUSH Joint Committee). This establishes the strategy of a ‘cities first’ approach to economic development. Floorspace figures and resultant apportionment across the sub-region area were drawn from this basis¹³⁹.
- 11.26 Further work has been undertaken through PUSH as part of the preparation of the South Hampshire Strategy¹⁴⁰. This continues to emphasise the ‘cities first’ approach (see paragraph 2.4 and Policy 1) and highlights that between 2011 and 2026, 580,000 square metres of net additional office floorspace and 550,000 square metres of net additional manufacturing and distribution floorspace should be provided across South Hampshire. Policy 6 of the South Hampshire Strategy sets out that 51,000 square metres of net office floorspace and 36,000 square metres of net manufacturing and distribution floorspace should be provided in Test Valley between 2011 and 2026.
- 11.27 It is acknowledged that the South Hampshire Spatial Strategy does not cover the full plan period (i.e. up to 2029). As indicated above, there is a relatively high degree of uncertainty in forecasting the likely levels of growth in the economy, number of jobs and the implications of this for additional floorspace (e.g. when accounting for potential redevelopment of existing sites, not all growth in jobs requiring additional floorspace, etc.). Recent economic performance has been limited with demand lower than originally forecast, but as the economy recovers the range and choice of suitable sites to support future economic growth will be important. There is likely to be less economic

¹³⁷ Romsey Town Centre – Office Market Study, Carter Jonas, 2012.

¹³⁸ PUSH Economic Development Strategy, DTZ, 2010.

¹³⁹ Policy Framework for Employment Floorspace, PUSH, 2008 (available: http://www.push.gov.uk/push_policy_framework_for_employment_floorspace.pdf).

¹⁴⁰ South Hampshire Strategy: A framework to guide sustainable development and change to 2026, PUSH, 2012 and South Hampshire Strategy Background Paper: Employment Floorspace and Housebuilding Provision Figures, PUSH, 2012 (both available: http://www.push.gov.uk/work/housing-and-planning/south_hampshire_strategy.htm).

growth in the short term but this may be broadly balanced out in the longer term (i.e. over the remainder of the plan period)¹⁴¹.

- 11.28 Although there may be options to plan for either more or less economic development floorspace within this part of the Borough, no alternative requirements have been tested in comparison to those contained within the South Hampshire Strategy. Under provision of employment floorspace may have detrimental impact on local economy and increase the risk of out-commuting. In addition, lower figures may not accord with the NPPF's aspirations of supporting economic growth through the planning system. While potentially providing greater choice and flexibility, the Council considers that higher provisions of employment land within Southern Test Valley may prejudice the wider south Hampshire economic strategy, particularly in terms of the 'cities first' approach as part of the distribution of employment land.
- 11.29 Taking this into account, it is challenging to identify specific alternative floorspace requirements over the full plan period (i.e. 2011 – 2029). In light of the evidence base and work with other authorities, the Council has considered that the quantity of floorspace required up to 2026 may be appropriate over the longer plan period and that this can be kept under review including through future updates of the Revised Local Plan. As a result of this and the above comments about higher and lower figures, no alternative options have been subject to assessment against the sustainability objectives within this appraisal.

Site Specific Options for Economic Development Uses

- 11.30 The evidence base supporting the Revised Local Plan DPD has indicated areas for consideration to support the local economy when reviewing how any additional requirements for economic development floorspace are delivered. For example, the Employment Land Review update referred to catering for business park space in the M27 corridor, the requirement for science and technology based businesses, and warehouse requirements in the M27 corridor¹⁴².
- 11.31 In light of the above, additional land needs to be allocated for economic development purposes to support the PUSH economic strategy for South Hampshire and the aspirations for Test Valley in this part of the Borough. A range of sites have been promoted for economic development use – only those sites that have been promoted have been considered through the appraisal process as an initial indication of their potential deliverability.
- 11.1 The sites that have been promoted are:
- East Extension of Abbey Park, Romsey
 - Part of land at Whitenap, Romsey (as part of a mixed use development for the site, not separately promoted for economic development uses only)
 - Extension of the University of Southampton Science Park (south of Benham Campus), Chilworth

¹⁴¹ Drawing from Test Valley LTES: Update 2012, Experian, 2012.

¹⁴² Test Valley Employment Land Update, DTZ, 2012.

- Land at Bargain Farm, Nursling¹⁴³
- Land to the South of Brownhill Way, Nursling

11.32 Figure 15 provides a map of the location of these options within Southern Test Valley. It is noted that the two sites in Nursling extent into the administrative area covered by Southampton City – Figure 15 only shows that part lying within Test Valley. These options have been appraised against the sustainability objectives, which are provided within Appendix 12 – this also includes consideration of the likely significant effects of the options. A summary of the performance against the sustainability objectives is presented in Table 34. The symbols indicating performance against the criteria should not be considered in isolation, they are a broad indication and need to be read in conjunction with the commentary.

11.33 The sites appraised are the same as those considered as part of the Sustainability Appraisal Report for the Revised Local Plan Regulation 18 document. Some of the boundaries of the sites have been updated reflecting the latest information; in some cases this has affected the consideration of the options against the sustainability objectives.

Outcomes of the Appraisal and the Council's Preferred Options

11.34 When considering the options, there is a need to account for the floorspace requirements (as discussed above), the needs of the local economy and where the population is (both existing and proposed). Taking account of the sites submitted, there would need to be a combination of options selected – none of the options would deliver the full floorspace requirement on their own. Some of the sites may also present different opportunities in terms of the range and type of economic development uses that may be appropriate.

11.35 Some of the drivers for the location of strategic employment sites do not directly align with all the matters considered within the sustainability objectives. For example, there are benefits of employment sites being able to easily access the strategic road network – this is likely to be particularly the case for storage and distribution uses. It is highlighted that the sustainability appraisal process informs the preparation of the plan and does not make the decisions about options.

11.36 When considering the outcomes of the appraisal (in Appendix 12), none of the options outperform all the others in every regard.

¹⁴³ Note that this site has the potential to provide for park and ride facilities as well as employment floorspace. Park and ride options are considered within chapter 13.

Figure 15: Location of Options Promoted for Economic Development Use within Southern Test Valley

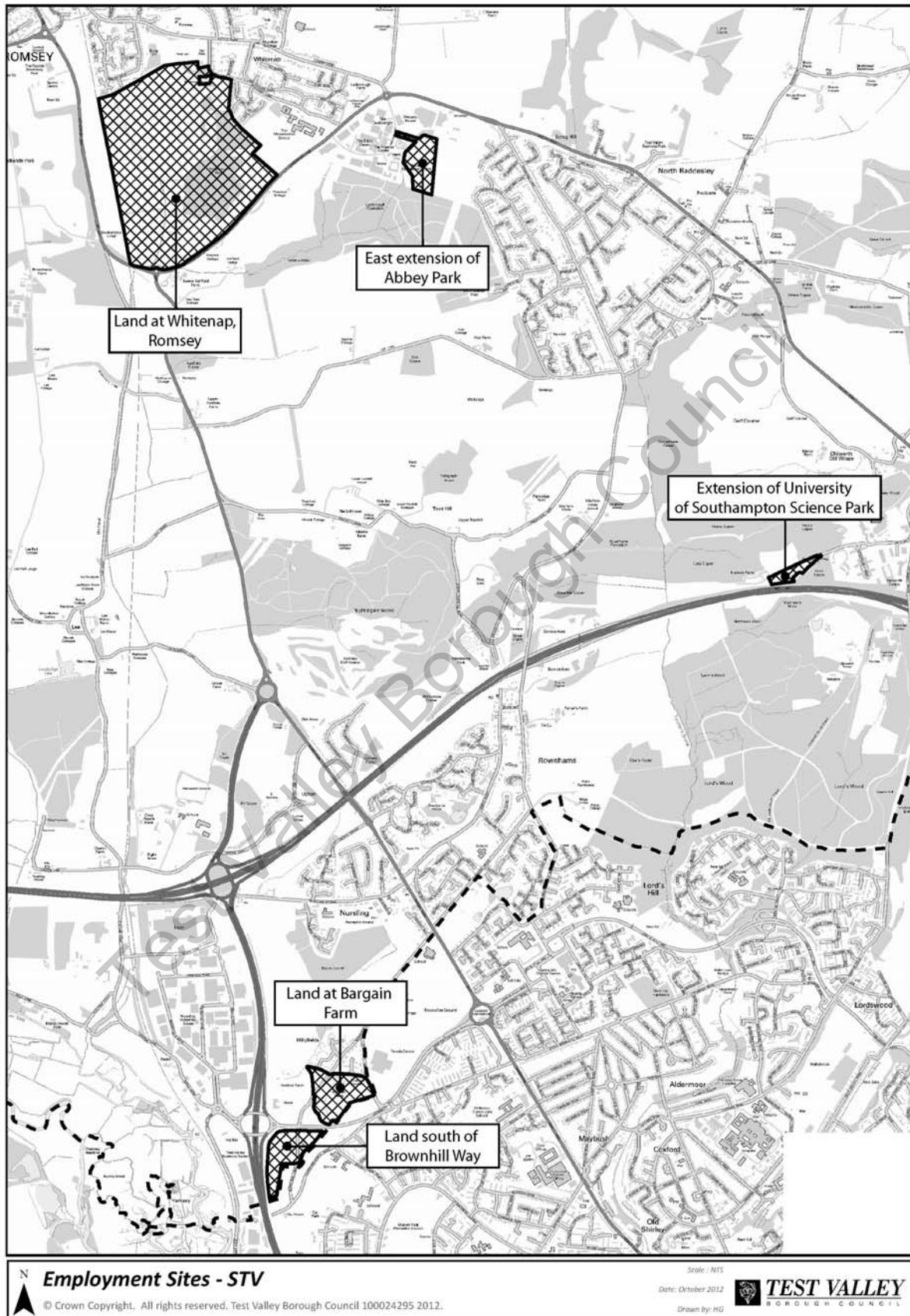


Table 34: Summary of Performance for the Options Promoted for Economic Development Use within Southern Test Valley
(Details provided in full in Appendix 12, the Council's preferred sites are in bold text)

Key to the Symbols:

Performs very well	++
Performs well	+
Mixed performance	+/-
Performs less well	-
Performs poorly	--
Depends on implementation	i
Uncertain	?
No Effect	O

Note: The symbols of performance should not be considered in isolation, they represent a broad indication that need to be read in conjunction with the commentary contained within Appendix 12.

Option	Sustainability Objectives (summary of objective; for full wording and indicative tests see SA Scoping Report, June 2011)														
	1. Flood Risk	2. Climate Change & Renewables	3. Land and Soil	4. Use of Resources	5. Water	6. Biodiversity	7. Air Quality	8. Landscape and Settlement Character	9. Historic Environment	10. Decent and Affordable Homes	11. Social Exclusion, Health & Wellbeing, Crime.	12. Economy	13. Culture and Leisure	14. Accessibility & Sustainable Transport	15. Education & Skills
East Extension of Abbey Park, Romsey	++	i	-	i	i	+/-	i	+/-	+	O	O	+	O	+	O
land at Whitenap, Romsey	++	i	-	i	i	+/-	i	+/-	+/-	O	O	+	O	+	O
Extension of the University of Southampton Science Park (south of Benham Campus), Chilworth	++	i	-	i	i	+/-	i	+	+	O	O	+	O	+/-	O
Land at Bargain Farm, Nursling	++	i	--	i	i	+	i	+/-	-	O	O	+	O	+	O
Land to the South of Brownhill Way, Nursling	++	i	-	i	i	+/-	i	+/-	+	-	O	+	O	+	O

- 11.37 Two options have been promoted for economic development purposes to the south of Nursling and Rownhams. This area includes and is in close proximity to a range of employment sites (including Nursling Estate and Adanac Park), has good links to the strategic road network and is close to the existing population (and future residential development at Redbridge Lane). The proximity of this location to the strategic road network (with sites close to junction 1 of the M271) makes this area most suitable for storage and distribution uses.
- 11.38 The sites to the south of Nursling and Rownhams perform in a similar way in relation to the sustainability objectives. Should land at Bargain Farm come forward this would result in the permanent loss of land which is thought to predominantly be grade 1 within the agricultural land classification. The site includes a listed building, which would need to be taken into account. This site performs reasonably well in relation to effects on biodiversity.
- 11.39 A proposal for the use of land to the south of Brownhill Way¹⁴⁴ for a distribution centre (B8 use) has planning permission. One of the boundaries to the site is noted to be an 'important' hedgerow, which results in a mixed performance in relation to biodiversity. The site is noted to be within an area of archaeological potential; however mineral extraction for at least part of this site in the past may affect the likelihood of features being found within this area. If this site was brought forward there would also be a loss of housing within the site boundary. It is recognised that these matters have been considered as part of the granting planning permission subject to the provision of mitigation.
- 11.40 Two sites have been promoted in Romsey. Given the level of residential growth proposed within the town (as discussed in Chapter 9), it is likely to be appropriate to provide additional employment opportunities within the town to reflect an increase in population and seek to minimise the risk of higher levels of out-commuting.
- 11.41 The site to the east of Abbey Park would form an extension to the existing estate. The site is noted to have a mixed performance in relation to biodiversity. This matter would need to be further considered at the project scale should the site come forward. Should the site be considered favourably, mitigation measures may be appropriate. The site has a mixed performance in relation to landscape and settlement character. This primarily reflects the potential impact on the separation between the settlements of Romsey and North Baddesley.
- 11.42 The performance of the site at Whitenap is tied to the mixed use proposal, which is led by residential development (also covered in Chapter 9). This site is also noted to have a mixed performance in relation to biodiversity, with the effects needing to be considered further at the project scale. The site has a mixed performance in relation to landscape and settlement character, as well

¹⁴⁴ Application reference is 11/02859/FULLN.

as in relation to the historic environment. This reflects its relationship with the historic landscape and the prominence of parts of the site.

- 11.43 Finally, a site has been promoted in Chilworth as an extension to the University of Southampton Science Park. The Science Park represents a specialist employment site, based around knowledge driven research and development, and it is of more than local importance (at least of sub-regional value). Recognising this role and its input to the local economy, there would be a general support by the Council for the growth of this site within its environmental limits, particularly focusing on the economic aspects of sustainable development considerations. Any provisions at this site are unlikely to meet general economic development needs. As the importance of this provision is related to its specialist nature and there are limited opportunities for further expansion at this site, the Council considers it would be appropriate to continue the restriction to such uses. The site that has been promoted performs reasonably well in relation to its impact on the landscape and settlement character, as well as in terms of the historic environment. The site performs slightly less well in relation to the scope to promote sustainable transport measures.
- 11.44 Taking account of the discussion of the options both in terms of the sustainability objectives and the factors that are likely to be important in identifying employment sites, the Council has concluded that the sites located to the south of Nursling and Rownhams (both Bargain Farm and south of Brownhill Way) in conjunction with a site within Romsey are preferred. Additional land at the University of Southampton Science Park is also put forward on the basis of supporting the future of this site, rather than in relation to the wider employment floorspace need. This combination of sites is considered to provide some choice in options which are close to residential areas (existing and proposed) and takes account of the outcome of the review against the sustainability objectives.
- 11.45 Of the two options put forward within Romsey, the Council has identified that land at Whitenap is its preferred option as it represents an opportunity for a mixed use development to provide both residential and employment uses as part of a new neighbourhood to the south of Romsey. This is anticipated to promoting a more sustainable pattern of development. In addition, while it is recognised that this site would affect the landscape and the setting of Romsey, it would not diminish the distinction between the settlements of Romsey and North Baddesley as is more likely to be the case with the site to the east of Abbey Park. Should the proposals at Whitenap not be taken forward as a whole (i.e. residential and employment development), there would need to be consideration of the role of alternative options to support meeting the need for economic development floorspace.
- 11.46 Appendix 12 provides an outline of the Council's reasons for identifying its preferred options and rejecting other options. This has been informed by the sustainability appraisal findings but also takes account of other considerations.

Mitigation Measures

- 11.47 In relation to all of these options, provisions should be made to support the use of sustainable modes of transport, particularly in terms of options available for prospective employees. There will also need to be consideration of how the sites can be integrated into the landscape and take account of local character. For example, it may be appropriate to consider design and landscaping measures at the sites to the south of Nursling and Rownhams to support the transition between these settlements and the edge of Southampton. As noted above, development at Bargain Farm would also need to be sensitive to heritage assets. It is recommended that all of these matters are picked up through the Revised Local Plan DPD, either specifically in relation to the proposed allocations or through general development management policies.
- 11.48 In relation to land at Bargain Farm and land at Whitenap, it would also be important to ensure that a comprehensive approach is taken to bringing sites forward to account for the combination of uses proposed (as considered elsewhere in this report). In all cases, sites would need to be planned taking account of any potential sensitive receptors in close proximity (including residential areas). This would include in terms of the mix of employment uses that may be appropriate on the site and how the site (and the mix of uses within a site) are laid out.

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12 Scale of Retail Development and Preferred Strategic Sites

- 12.1 Andover and Romsey provide the main town centres within the Borough and act as market towns for extensive rural catchments. Stockbridge is a local centre, which incorporates a number of retail units (convenience and specialist shops) and serves a number of villages in the centre of Test Valley. There are also a number of smaller parades of shops within the Borough, which are of neighbourhood significance only and not recognised as centres. There are a range of towns and cities outside but within the vicinity of the Borough, including Southampton, Basingstoke, Winchester and Salisbury that are used by residents. A significant proportion of non-food retail expenditure is leaked from Test Valley, including through the use of the above mentioned centres¹⁴⁵.
- 12.2 The National Planning Policy Framework (NPPF) provides guidance on the approach to town centres, including a focus on town centres first¹⁴⁶.
- 12.3 As noted within the evidence base, there are a range of factors that influence retail expenditure and the resultant floorspace requirements. This includes the impact of major retail developments in competing town centres, internet shopping, operator demand, re-occupation of vacant floorspace and the reliability of long term expenditure projections (linked to disposable income and the population). Taking account of such factors the longer term projections (for 2026 and 2031) identified within the evidence base for additional floorspace which could be supported by local expenditure should be treated with caution and used as a broad guide as a result of increasing uncertainty in the future¹⁴⁷. As a result, there is a greater focus on retail floorspace needs in the short to medium term (to 2016 - 2021).
- 12.4 A number of evidence base studies¹⁴⁸ have been prepared to consider the appropriateness of additional retail floor space within Andover and Romsey town centres for both convenience (food retail and day to day household items) and comparison goods (all other retail). These two centres have been considered in turn, using the evidence base as a starting point.

Andover

- 12.5 Andover includes a number of significant convenience retail stores in and around the town centre, with the majority of the main operators represented (including Asda, Tesco, Sainsbury's and Waitrose). The retail evidence base suggests that as at 2012 there is a notional surplus in provision of

¹⁴⁵ Retail Update, NLP, 2012 (available:

<http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-economy/>).

¹⁴⁶ NPPF, CLG, 2012.

¹⁴⁷ Retail Update, NLP, 2012.

¹⁴⁸ Retail Capacity Study, NLP, 2007, Retail Development Potential in Romsey, NLP, 2008, Test Valley LDF Retail Advice Briefing Note, NLP, 2009, Southampton & Eastleigh Retail Study Retail Addendum for Test Valley, GVA, 2011; Romsey Town Centre Study, University of Southampton, 2011; Retail Update, NLP, 2012 (available:

<http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-local-economy/>).

approximately 229 square metres¹⁴⁹. This surplus in provision reflects significant convenience retail development in recent years (for example the provision of Asda and Sainsbury's). There is identified to be capacity for approximately 885 square metres of net additional convenience retail floorspace in Andover up to 2021¹⁵⁰. This figure does not account for the expected provision of additional small scale convenience stores as part of the new neighbourhoods at East Anton, Picket Twenty and Picket Piece to the east of the town.

- 12.6 A higher level of additional floorspace may be accommodated within Andover in the future but, as noted above, this is a broad indication and should be treated with caution. When taking account of the outcomes of the evidence base in terms of likely future demand and the Council's interpretation of this, no alternative options have been appraised for convenience floorspace and the Council is not proposing any additional convenience floorspace in Andover.
- 12.7 The provision of comparison retail provision in Andover is focused on the facilities within the town centre and some edge of centre and out of centre retail units. In relation to comparison retail provision, as at 2012 there was capacity for an additional 1,324 square metres of net floorspace. There is the potential for additional floorspace in the future. The evidence base sets out that there is the potential for approximately an additional 5,430 square metres (net) floorspace up to 2021¹⁵¹. There is an aspiration to develop Andover's town centre to increase its retail offer and maintain its position in the retail hierarchy. The provision of additional comparison retail floorspace is likely to support the plan and sustainability objectives; as such the option of not providing additional floorspace has not been subject to assessment against the sustainability objectives¹⁵².
- 12.8 When considering options to locate additional comparison floorspace within Andover, town centre locations should be considered first in line with national guidance. The opportunities available within the town centre are constrained, with a location east of the primary shopping area (at George Yard / Black Swan Yard) being the only area large enough to accommodate an appropriate comparison provision within the town centre (based on the floorspace figures set out above). It adjoins and is well connected to the primary shopping area of the town centre. Land towards the north of the town centre is not considered to represent a reasonable alternative given the scale of the area available, the potential displacement of other uses and a lesser degree of connectivity with the primary shopping area.

¹⁴⁹ Retail Update, NLP, 2012.

¹⁵⁰ Retail Update, NLP, 2012.

¹⁵¹ Retail Update, NLP, 2012

¹⁵² The SA Report for the Core Strategy Regulation 25 document assessed the broad options of no additional comparison retail provision in Andover and making provision for additional comparison retail in Andover (see Chapter 8 of the January 2012 report). This set out that the option of providing additional floorspace generally performed more favourably in relation to the sustainability objectives (subject to how this was delivered) when accounting for potential positive effects on the local economy and improving access to facilities and services.

- 12.9 An assessment of the option of a comparison retail led mixed use scheme George Yard / Black Swan Yard has been tested against the sustainability objectives in Appendix 13. This option generally performs well in relation to the sustainability objectives; however the site is noted to have the potential to perform poorly in relation to the historic environment if it is not planned sensitively. There is scope to provide mitigation (through the way such a scheme is designed and delivered) to avoid a significant adverse effect on this matter and potentially enhance the townscape in the medium to long term.
- 12.10 As the Council considers that the George Yard / Black Swan Yard site is a suitable option in relation to the sustainability (and plan) objectives and the consideration of likely effects, no other options have been appraised that would be sequentially less preferable (as established through national guidance).
- 12.11 There would need to be consideration as to how the proposal at George Yard / Black Swan Yard is taken forward, to include how the existing use (predominantly car parking) is re-provided for and the need to take account of the potential effects on the historic environment (including the Andover Conservation Area and neighbouring listed buildings). It would be recommended that these matters are covered through the Revised Local Plan, either specifically in relation to this site or as wider policy considerations.

Romsey

- 12.12 Romsey is a historic market town, with the town centre falling within the Romsey Conservation Area and includes many listed buildings. Romsey is in relatively close proximity to a number of larger retail centres, including Southampton. These factors influence the range, choice and scale of the retail offer within Romsey and the potential to expand the retail offer of the town. As a result the town centre functions differently to Andover town centre.
- 12.13 The most up to date retail evidence base study sets out that if the town maintained its current market share of retail expenditure, the potential capacity for additional convenience retail floorspace which could be supported by local expenditure in Romsey would be approximately 1,295 square metres (net) up to 2021¹⁵³. This compares to a potential capacity for additional convenience retail floorspace provision of approximately 980 square metres as at 2012. The evidence base sets out that this is likely to be the minimum size of store, if operated by a main food store retailer, likely to be suitable for main and bulk food shopping¹⁵⁴.
- 12.14 A number of the retail evidence base studies undertaken have highlighted that Romsey retains a lower market share of convenience retail expenditure within its local catchment relative to other locations including Andover¹⁵⁵ due to the proportion of local residents undertaking their food shopping outside of the

¹⁵³ Retail Update, NLP, 2012.

¹⁵⁴ Retail Update, NLP, 2012.

¹⁵⁵ Southampton & Eastleigh Retail Study Retail Addendum for Test Valley, GVA, 2011; Romsey Town Centre Study, University of Southampton, 2011; Retail Update, NLP, 2012.

town. As a result, the provision of additional floorspace may increase Romsey's market share in convenience expenditure, potentially having a positive effect on the local economy and reduce travel. The potential implications of this would need to be considered carefully and if outside the existing town centre be subject to both a sequential assessment and impact assessment (in line with national guidance).

12.15 In terms of comparison retail, existing provision is focused within Romsey town centre. Other larger town and city centres, such as Southampton and Winchester, have an impact on the demand for retail provision within Romsey centre. The retail evidence base suggests that as at 2012 there was capacity for approximately 936 square metres of additional net comparison floorspace. This figure rises to 2,143 square metres of additional net comparison floorspace up to 2021¹⁵⁶.

12.16 When taking account of the potential for additional retail floorspace capacity within Romsey, the evidence base work gave consideration to potential town centre locations where additional provision could be made¹⁵⁷. There is a balance to be struck in providing additional floorspace to ensure that the character of the historic centre is conserved. There has been prior consideration of the potential of a variety of sites within Romsey¹⁵⁸. The list of options has been updated in the most recent evidence base work, with the options comprising:

- Romsey Bus Station and Broadwater Road car park
- Rear service yards of The Hundred
- Aldi car park
- Crosfield Hall and car park
- Edwina Mountbatten House
- Broadwater Road / Banning Street residential area

12.17 The focus of the consideration of these locations in identifying options related to convenience retail, but there was also consideration of the same sites for comparison retail provision. As part of the evidence base there was consideration of the availability and deliverability of options based on the sites referred to above and their sizes. This is summarised in Table 35.

Table 35: Summary of Comments from Evidence Base on Specific Sites¹⁵⁹

Option	Summary of Comments
Romsey Bus Station and Broadwater Road car park	<ul style="list-style-type: none"> - An alternative site for the bus station and car park would need to be found within or close to the town centre - Cost of relocating the bus station and the need for decked car parking is likely to be prohibitive - Option unlikely to be attractive or viable for a major food store operator given relocation costs, the need for decked parking and the proximity of the larger Waitrose

¹⁵⁶ Retail Update, NLP, 2012.

¹⁵⁷ Retail Update, NLP, 2012.

¹⁵⁸ Retail Development Potential in Romsey, NLP, 2008.

¹⁵⁹ Based on comments within Retail Update, NLP, 2012, p. 16.

	store
Aldi car park	<ul style="list-style-type: none"> - Loss of car park would make the Aldi store unviable - An alternative site for displaced parking would need to be found if the site was developed - Aldi unlikely to sell their car park, particularly for a new food store to be occupied by a competitor, therefore while Aldi occupy this site it is unavailable for development - Option is unlikely to be attractive or viable for a major food store operator given likely acquisition costs (assuming Aldi prepared to sell), need for decked parking and the proximity of the larger Waitrose store
Crosfield Hall and car park	<ul style="list-style-type: none"> - An alternative site for the displaced hall would need to be found - Cost of acquisition, demolition and relocating the hall is likely to be prohibitive - A high density food store development including decked parking would be required - This option is unlikely to be attractive or viable for a major food store operator given the costs, need for decked parking and proximity of the larger Waitrose store
Edwina Mountbatten House	<ul style="list-style-type: none"> - Site is too small to accommodate a viable food store of the minimum size required - Cost of acquisition, demolition and relocation of the existing use of the site is likely to be prohibitive
Broadwater Road/Banning Street Residential area	<ul style="list-style-type: none"> - Site is large enough to accommodate a large food store with surface car parking that would be commercially attractive to operators in terms of location and size - However, multiple ownerships and land assembly is likely to require compulsory purchase order (CPO) - Cost of acquisition, demolition and relocating existing residents is likely to be prohibitive
Crosfield Hall and car park, Edwina Mountbatten House and Broadwater Road/Banning Street Residential area	<ul style="list-style-type: none"> - Composite site can accommodate a large food store with surface parking that would be commercially attractive in terms of location and size - Cost of acquisition, demolition and relocating existing residents is likely to be prohibitive. - High degree of uncertainty over delivery of this larger site and it is unlikely to be viable

12.18 The evidence base study sets out that none of these sites were considered to be available and viable. On this basis, none of the options have been subject to appraisal against the sustainability objectives as the Council considers that they do not appear to represent reasonable alternatives when accounting for their potential to be delivered.

12.19 This matter should be kept under review, to including consideration of the potential effects on the town centre's performance (including share of retail expenditure). It is likely to be appropriate to provide a local policy framework to consider applications should they come forward.

12.20 It is acknowledged that at the time of writing this report the Council was considering a planning application for a supermarket to the south of the Romsey bypass¹⁶⁰. An extension to the Waitrose supermarket in Romsey¹⁶¹ was permitted earlier this year. The Council has not identified any proposed retail allocations in Romsey in light of national guidance contained within the NPPF and given the lack of suitable potential sites which are not subject to deliverability or heritage constraints.

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¹⁶⁰ Planning application reference 12/01934/FULLS.

¹⁶¹ Planning application reference 08/00911/FULLS.

13 Identifying the Need and Sites for Other Uses

- 13.1 This Chapter considers the need for identifying land for allocation for other purposes, in this case for leisure and recreation purposes and for park and ride facilities. These matters are addressed in turn.

Strategic Sites for Allocation for Leisure and Recreation Purposes

Outdoor Sports Facilities

- 13.2 Outdoor sports facilities and pitches tend to be provided as more substantial facilities to enable more efficient management practices, as a result the need for this type of provision has been considered as part of the sustainability appraisal process. There are a number of sources of evidence to inform the consideration of need.
- 13.3 Within Test Valley, the main leisure facilities are focused around Andover and Romsey, with additional, generally smaller, provisions across the Borough. The need for additional facilities to support need, focusing on the main towns, has been considered.
- 13.4 The Council's Public Open Space Audit¹⁶² identifies that for Andover (and Charlton) there is a deficit of sports grounds / formal recreation provision equating to approximately 1.5 hectares, while there is a deficit of approximately 4.0 hectares for Romsey. There are also deficits in provision in nearby settlements that may also be served by facilities in the towns. This assessment is based primarily on the area of provision. There is also information available accounting for the specific number of pitches within the Borough and the level of use (as a snapshot position) through the Playing Pitch Strategy (currently under review).
- 13.5 Based on the draft Playing Pitch Strategy update document and advice of the Council's Communities and Leisure Service, within Northern Test Valley (focusing on Andover) there is an undersupply of adult rugby pitches, junior rugby pitches, hockey pitches and cricket pitches (focusing on peak periods). This does not account for additional pitches coming forward in conjunction with the new neighbourhoods of East Anton and Picket Twenty in Andover, or the potential implications on demand when balancing this with the additional population of the new neighbourhoods.
- 13.6 At this stage, the level of deficit in provision of pitches in Andover has not been identified (by the Council) as requiring the provision of a strategic allocation through the Local Plan process. Therefore the sustainability appraisal process has not examined potential sites for additional provision. As discussed separately within this document, policies are proposed to seek the provision of additional facilities of this nature in conjunction with new residential development, as well as the retention of existing provisions.

¹⁶² Public Open Space Audit, Test Valley Borough Council, 2012 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-leisure/>).

- 13.7 Based on the draft Playing Pitch Strategy update document and advice of the Council's Communities and Leisure Service, within Southern Test Valley (focusing on Romsey) there is an undersupply of pitches including junior football pitches, adult rugby pitches, junior rugby pitches, hockey pitches and adult football pitches (focusing on peak periods). There is also no available community pitch within this area for 'high level' matches (that need floodlighting etc.). It is also understood that additional artificial grass pitch provision within Romsey would be beneficial. This does not account for the pitches coming forward in conjunction with the new neighbourhood at Abbotswood, or the potential implications on demand when balancing this with the additional population in the future.
- 13.8 When accounting for the deficit in provision, the Council considers there to be a sufficiently significant undersupply of pitches to make a strategic allocation for this purpose within Romsey, where the need is focused. The provision of additional facilities would be in line with the leisure, health and wellbeing objectives of the plan and would support sustainability objective 13 in terms of access to a wide range of high quality leisure activities. On this basis, the option of whether or not to make a provision has not been appraised through this report.
- 13.9 There are limited opportunities to provide additional facilities, particularly when accounting for accessible locations to new and future residents, which are appropriate to deliver sports pitches (and associated facilities) and are not subject to overriding constraints.
- 13.10 There are areas around Romsey which have primarily been promoted for housing that may be suitable for outdoor sports facilities (e.g. Whitenap to the south of Romsey, Ganger Farm to the north east of Romsey or Halterworth to the east of Romsey – all considered in Chapter 9). There may also be an option to extend the Romsey Sports Centre to cater for additional provision. The land at Ganger Farm is identified for an outdoor sports facility within the Borough Local Plan 2006.
- 13.11 The land at Ganger Farm is the only one of the options to have been promoted for this use. Therefore this option has been appraised against the sustainability objectives within Appendix 13.
- 13.12 As the other locations have not been promoted for this use, the Council has identified that there is uncertainty about their potential availability and deliverability. As such, these further options have not been subject to assessment against the sustainability objectives in relation to an outdoor sports facility use.
- 13.13 Based on the appraisal contained within Appendix 13, the Ganger Farm site performs well in relation to some of the objectives, including in relation to flood risk. The site is greenfield, therefore the use of this site would perform less well in relation to the sustainability objective linked to soil resources. However, the proposed use predominantly comprises of sports pitches, therefore the

impact on this objective may not be as negative as if the entire site was built on. On this basis, the Council is supportive of taking this site forward for this use.

- 13.14 When considering mitigation measures, should land at Ganger Farm come forward as an outdoor sports facility, there would need to be consideration of the design and layout of the provision to reduce the risk of an adverse effect on the Sir Harold Hillier Gardens and Arboretum (a Registered Park and Garden) and regard would need to be given the conservation of biodiversity assets (and potential effects on the Mottisfont Bats SAC¹⁶³). Opportunities to promote sustainable modes of travel to this site should also be sought. It is recommended that the Revised Local Plan reflects these matters – the first two should ideally be covered as part of the consideration of Ganger Farm specifically.

Green Infrastructure

- 13.15 Green infrastructure is defined in the NPPF as being ‘a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities.’¹⁶⁴ One of the potential benefits of new provision incorporating public access is to provide a wider choice of recreation destinations helping to reduce pressure on those areas that may be more under pressure or vulnerable, including sites and areas of nature conservation value. The Council is in the process of preparing a Green Infrastructure Strategy for the Borough (referred to in Appendix 1), recognising existing assets and opportunities for enhancements.
- 13.16 A Green Infrastructure Strategy has been prepared for South Hampshire on behalf of the Partnership for Urban South Hampshire (PUSH)¹⁶⁵, which has subsequently been adopted by PUSH. It has also prepared a Green Infrastructure Implementation Framework¹⁶⁶ to facilitate the delivery of the projects. Both documents identify areas of potential for new and enhanced strategic assets including the provision of a forest park in Southern Test Valley, focused on the woodlands adjoining the M27. This proposal forms part of a suite of measures that have the potential to relate to managing recreational pressures within South Hampshire¹⁶⁷.
- 13.17 Taking account of the work undertaken as part of the PUSH Green Infrastructure Strategy (and the duty to co-operate), the Council considered it is appropriate that this project is included within the Revised Local Plan

¹⁶³ Ganger Farm lies within the 7.5km foraging consultation zone for Mottisfont Bats – this is given more consideration with the Habitat Regulations Assessment accompanying the Local Plan DPD.

¹⁶⁴ National Planning Policy Framework, CLG, 2012, p. 52.

¹⁶⁵ Green Infrastructure Strategy for the Partnership for Urban South Hampshire, UE Associates, 2010 (available: <http://www.push.gov.uk/work/sustainability-and-social-infrastructure.htm>).

¹⁶⁶ PUSH Green Infrastructure Implementation Framework, PUSH, 2012 (available: <http://www.push.gov.uk/work/sustainability-and-social-infrastructure.htm>).

¹⁶⁷ There is reference to the forest park proposal as part of Southampton City Council's Core Strategy, 2010 (available: <http://www.southampton.gov.uk/s-environment/policy/developmentframework/core-strategy/>).

DPD. No alternatives have been identified or appraised given the identification of the broad area for the proposal through the PUSH work. An assessment of the Forest Park proposal against the sustainability objectives has been undertaken; this is presented in Appendix 13.

13.18 Taking account of the outcome of the appraisal, the forest park would need to be planned carefully to account for the ecological importance of the areas so as to avoid significant adverse effects. In addition it would be important to have regard to the accessibility for potential users (including by sustainable modes of travel). Some initial feasibility studies have been undertaken in relation to this project¹⁶⁸.

13.19 Through the emerging Green Infrastructure Strategy for Test Valley there may be further opportunities to enhance the green infrastructure network within the Borough.

Strategic Site for Park and Ride

13.20 The potential for park and ride facilities for Southampton has been identified for some time. This has been considered on the basis of either forming part of a long term strategy to promote more sustainable modes of travel and to relieve pressure on the city centre, or to serve the parking needs of a major employer within the city. The Southampton Core Strategy has continued to identify the potential for these facilities (see policy CS18)¹⁶⁹ and they are also identified through work by Transport for South Hampshire within the Local Transport Plan¹⁷⁰.

13.21 Background work was carried out in 2002 identifying that a site in Nursling (near junction 1 of the M271) should be safeguarded, as a western option, along with other sites (outside Test Valley) to the north and east of the city¹⁷¹. This work considered a variety of sites. A site in the vicinity of Nursling has the potential to serve visitors coming from the west of the city (including via the M271 and A35). As a result of this, the Borough Local Plan identified land to the south of Brownhill Way for this purpose.

13.22 The Transport Delivery Plan¹⁷² prepared by Transport for South Hampshire has considered park and ride options. As part of this document, it is set out

¹⁶⁸ Evidence base includes: Feasibility study for the provision of a forest park in South West Hampshire, Forestry Commission, 2011; Forest Park Feasibility Study, Green Dimensions, 2009; Forest Park Access and Parking Options, TVBC, 2011 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-leisure/>).

¹⁶⁹ Core Strategy Development Plan Document, Southampton City Council, 2010.

¹⁷⁰ Hampshire Local Transport Plan 2011 – 2031, Hampshire County Council, 2011 – particularly the South Hampshire Joint Strategy which has been prepared with Southampton City Council and Portsmouth City Council (available: <http://www3.hants.gov.uk/transport/local-transport-plan.htm>).

¹⁷¹ Strategic Park and Ride Opportunities for the Southampton Area, Peter Brett Associates, 2002 (available: <http://www.testvalley.gov.uk/resident/planningandbuildingcontrol/planningpolicy/local-development-framework/evidence-base/evidence-base-transport/>).

¹⁷² Transport Delivery Plan 2012 – 2026, Transport for South Hampshire, 2013 (available: <http://www3.hants.gov.uk/tfsh/tfsh-meetings-reports-publications.htm>).

that modelling suggests that a park and ride facility located in the vicinity of junction 1 of the M271 would be unlikely to cover its operating costs.

- 13.23 Southampton City Council¹⁷³ has identified that it supports a safeguarding for a park and ride facility in the Nursling area as part of a package of measures to support growth. The outcomes of the Transport Delivery Plan have been noted, however it is recognised that beyond 2026 there may be a need for a park and ride provision in this vicinity to serve Southampton city centre. It has also been put forward that a park and ride provision in this area may provide an opportunity for a major employer, which may not be required to operate commercially. Therefore, Test Valley Borough Council has considered it remains appropriate to safeguard a site for park and ride provision within the vicinity of Nursling.
- 13.24 In reviewing the options available for a park and ride facility, there are limited alternatives available within this vicinity. The SA Report for the Revised Local Plan Regulation 18 document considered two sites, namely land at Bargain Farm and land to the south of Brownhill Way. It is recognised that planning permission exists for land south of Brownhill Way to be developed for a distribution centre (B8 Use Class), with land at Bargain Farm (in Nursling) being safeguarded as an alternative park and ride location in the short term¹⁷⁴. It is also noted that land to the south of Brownhill Way and the northern part of land at Bargain Farm have been appraised and put forward as sites for employment land.
- 13.25 In addition to those sites that have been considered previously, a further option has been promoted by a land owner for park and ride facility. This is located on land at Upton Triangle (between Romsey Road and Upton Lane), to the east of Upton (to the north of the M27). These sites have been tested against the sustainability objectives in relation to a park and ride proposal – this is presented in Appendix 13 along with consideration of the likely significant effects of these options. In general, the performance of these options against the sustainability objectives is similar.
- 13.26 In identifying the preferred option for a site to be safeguarded for a park and ride use, the Council has taken account of the appraisal outcomes in relation to this use and options for economic development of sites, as well as other factors linked to the intended purpose of the park and ride provisions.
- 13.27 In light of the evidence base and sustainability appraisal for economic development options, land to the south of Brownhill Way is considered to be more appropriate for allocation for economic development purposes and specifically B8 uses given its relationship with the highway network and the merits of the site. There is also planning permission for such a use. Therefore, options remain for a location at Bargain Farm (in conjunction with economic development uses) or at the Upton Triangle.

¹⁷³ Through its representations on the Revised Local Plan (Regulation 18) document consultation.

¹⁷⁴ Linked to planning application reference 11/02859/FULLS.

- 13.28 Of these two options, the Council has identified land at Bargain Farm to be its preferred option. This can form part of the wider proposal for development of this site incorporating economic development uses. It is also closer to the city centre (which may affect the future viability of any bespoke bus services linked to a park and ride facility) and may have a greater likelihood of being used by vehicles travelling towards Southampton from the M27, M271 and A35 corridors. Reflecting work undertaken as part of the 2002 study, there is also some uncertainty as to whether a site to the north of the M27 may have an inferior interception rate (i.e. less people using the park and ride facility) with the perceived extra distance from the city centre detracting from its use.
- 13.29 Should the site at Bargain Farm in Nursling come forward for the proposed mix of uses, it will be important to ensure the needs and requirements of both economic development and park and ride uses are met. As highlighted in relation to the consideration of this site for economic development purposes, there would need to be regard to the setting of the listed building that falls within the wider site. It is recommended that this is highlighted within the Revised Local Plan DPD.

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14 Appraisal of Proposed Development Management Policies

- 14.1 This Chapter identifies the options that have been considered in the preparation of other policies (not involving strategic allocations for development purposes) to support the determination of planning applications. These policies help to inform the consideration of the appropriateness of development over the plan period (in line with the plan objectives and national guidance), including in relation to the strategic allocations which have been discussed above. Therefore, some of the policies considered within this section could be considered as mitigation measures in relation to potential development within the Borough. In a number of cases, evidence base documents have helped inform the identification of appropriate policies.
- 14.2 Where relevant, alternative policy options have been subject to appraisal to consider their sustainability implications. In some cases no alternatives have been identified by the Council, primarily as a result of a lack of distinct options being available (relative to the sustainability objectives), where alternative options would be contrary to national guidance or a combination of these factors. The option whether or not to have a local policy on a matter covered broadly by national guidance has not been appraised where there are unlikely to be significant implications on the performance in relation to the sustainability objectives. Similarly, where the broad approach to the policy is akin to that within the Borough Local Plan 2006 a 'business as usual' option has not been appraised.
- 14.3 Policy options have been grouped below based on the themes set out within the Revised Local Plan, which reflects the Test Valley Community Plan themes. Table 36 summarises the options appraised.
- 14.4 Where alternative options have been appraised, the findings have been presented in Appendix 14. Following on from this, all policies covered in this section of the report (i.e. not covering allocations) have been tested against the sustainability objectives (within the sustainability appraisal framework) independently, with a further assessment undertaken for the cumulative impact of these policies – this is also provided in Appendix 14. Within Appendix 14 there is also an assessment of the likely significant effects of the policies.
- 14.5 Many of the options that have been considered are the same as those that were assessed as part of the sustainability appraisal for the Revised Local Plan Regulation 18 document.

Table 36: Alternative Options for Development Management Policies subject to Appraisal

Theme	Policy Area	Options	Commentary
-	Promoting Sustainable Development	1. Preferred Option – include policy reflecting national guidance and advice from Planning Inspectorate.	This policy reflects national guidance and advice that a policy reflecting the presumption in favour of sustainable development should be included. Therefore no alternative options have been considered.
Local Communities	Development within settlements and the countryside	1. Preferred Option – include policy setting approach to development within settlements and the countryside. 2. Rely on national guidance (NPPF) only.	The approach of restricting non-essential development within the countryside is in line with national guidance, however the Council considered it appropriate to include a policy on this matter to draw on the local definitions of settlements and countryside. This approach has been based on the settlement hierarchy and identification of settlement boundaries which have been covered previously within this report. As such, option 2 has not been tested against the sustainability objectives.
	Affordable housing requirements	1. 40% affordable housing over viable threshold with no requirement below this (as in the Borough Local Plan 2006) 2. Preferred Option - Stepped approach leading up to 40% affordable housing 3. Seek a lower proportion of affordable housing than the proportion which is viable (up to 40%) 4. Consider the provision of affordable housing on a	The NPPF sets out that local policies should be provided on affordable housing (paragraph 50). Evidence base studies suggest it is not viable to seek more than 40% affordable provision; therefore no options have been identified above this figure. In light of the housing need, it was not appropriate to test an option for no affordable housing provision. There remain options to seek 40% affordable when this becomes viable, introduce a stepped approach up to 40%, seek less than the viable level of affordable housing or consider the matter on a site by site basis. The option of seeking a lower proportion of affordable housing than is viable has not been subject to assessment against the sustainability objectives as the SHMAs have identified a high demand for

Theme	Policy Area	Options	Commentary
		site by site basis, taking account of individual viability	affordable housing (also related to an objective of the Corporate Plan for the Council). In addition the last option has not been appraised as the Council is seeking to provide consistency, certainty and transparency in considering this matter – this would not be provided through this option. However, the Council recognises it may need to be flexible when considering the viability of sites for example to help meet other plan objectives. The appraisal process has identified that option 2 performs more favourably in relation to increased scope to deliver more affordable housing within the Borough, therefore is more likely to have a positive effect on this objective.
	Rural exception affordable housing	<ol style="list-style-type: none"> 1. Preferred Option – provide framework for considering rural affordable housing exception schemes. 2. Allocate rural affordable housing sites. 	The NPPF sets out that local planning authorities should be responsive to local needs in rural areas, including through rural exception schemes (paragraph 54). On this basis it is appropriate to provide a policy. The second option is not mutually exclusive of the first; however the Council does not consider this option to be appropriate as sites should be identified over the plan period in response to localised needs surveys so as to identify the scale of need and inform the consideration of sites best able to deliver it.
	Community led development	<ol style="list-style-type: none"> 1. Preferred Option – provide a framework for considering community led development 2. Rely on national guidance (NPPF) and support production of Neighbourhood 	The NPPF sets out that local planning authorities should be responsive to local needs in rural areas (potentially including market housing) and should promote sustainable development in rural areas where it will enhance or maintain the vitality of rural communities. The provision of a policy gives a more flexible alternative to Neighbourhood Development Plans. On this basis the Council has considered it

Theme	Policy Area	Options	Commentary
		Development Plans / Neighbourhood Development Orders	appropriate to provide a policy and the alternative of relying on national guidance and other legislation has not been assessed against the sustainability objectives.
	Occupational accommodation within the countryside	<ol style="list-style-type: none"> 1. Preferred Option – provide a framework for considering occupational accommodation within the countryside 2. Rely on national guidance (NPPF) 	The NPPF highlights that housing may be appropriate where there is an essential need for a rural worker to live near their place of work (paragraph 55). On this basis it was considered appropriate to provide a policy to provide clarity as to how this matter would be considered locally to assist applicants on the issues to resolve, particularly given the rural nature of the majority of the Borough. As such, option 2 was not assessed against the sustainability objectives.
	Changes to existing dwellings in the countryside	<ol style="list-style-type: none"> 1. Preferred Option – provide a policy framework for changes to existing dwellings in the countryside, including extensions and ancillary buildings 2. Rely on national guidance (NPPF) 	The NPPF sets out design guidance, also establishing that local policies should be established (paragraph 58). Given the rural nature of the Borough and guidance in the NPPF about isolated residential development within rural areas being avoided (paragraph 55), the Council considered it appropriate to draw these aspects together in a policy in relation to existing dwellings in the countryside. As such, the second option has not been tested against the sustainability objectives.
	Replacement dwellings in the countryside	<ol style="list-style-type: none"> 1. Preferred Option – provide a policy framework for replacement dwellings in the countryside focusing on the levels of visual intrusion 2. Provide a policy framework based on 	As noted above, the NPPF provides general guidance on design and other factors. Given the rural nature of the Borough, the Council has considered it appropriate to provide a policy on this matter. Therefore the option of relying on national guidance has not been assessed against the sustainability objectives. The NPPF also sets out that design policies should not be overly prescriptive. On this

Theme	Policy Area	Options	Commentary
		percentage increases in dwelling size 3. Rely on national guidance (NPPF)	basis, option 2 has not been subject to assessment against the sustainability objectives.
	Gypsies, Travellers and Travelling Showpeople Accommodation	1. Preferred Option – provide a policy framework for Gypsy, Traveller and Travelling showperson accommodation 2. Rely on national guidance.	At the time of writing, it has been identified in the Council's Local Development Scheme that a work will be undertaken separately identifying any sites to meet identified needs for Gypsies, Travellers and Travelling Showpeople. Therefore the option relating to allocating sites has not been considered further at this time. National guidance on Planning Policy for Traveller Sites (paragraph 10) establishes that criteria based policies may be appropriate, therefore it is not considered reasonable to rely on national guidance. As such, option 2 has not been assessed against the sustainability objectives.
	Retention of community facilities and services	1. Preferred Option – provide a policy framework for considering the potential loss of community facilities and services	The NPPF (paragraph 70) sets out planning policies should guard against the loss of facilities and services. Therefore no options (other than the preferred option) have been tested against the sustainability objectives.
	Provision of infrastructure	1. Preferred Option – provide policy seeking to ensure that sufficient infrastructure is available to support new development	There were no sufficiently distinct options to test in relation to this approach, particularly as the provision of appropriate infrastructure has been highlighted as a form of mitigation for new development.
Local Economy	Retention of employment land	1. Preferred Option – provide a local policy seeking to retain employment land	The evidence base informing the preparation of the Plan (including needs for economic development purposes) identified the role of establishing a presumption in favour of the retention of employment

Theme	Policy Area	Options	Commentary
		2. Consider proposals involving the loss of employment land on a site by site basis.	sites (including strategic employment sites), therefore the option of not seeking to retain employment land has not been appraised against the sustainability objectives. No other sufficiently distinct options have been identified to test, including when taking account of national guidance and evidence based studies.
	Re-use of buildings in the countryside	1. Preferred Option – provide policy framework for the re-use of buildings in the countryside 2. Rely on national guidance (NPPF)	The NPPF (paragraph 28) sets out that planning policies should support economic growth in rural areas, with more detail provided on how this should be done. Therefore it is not appropriate to rely solely on the NPPF. Therefore no alternative options have been tested against the sustainability objectives.
	Changes to employment sites within the countryside	1. Preferred Option – provide a policy framework for the redevelopment and expansion of employment sites within the countryside	There were no sufficiently distinct options to test, including when accounting for national guidance.
	Development at the University of Southampton Science Park, Chilworth	1. Preferred Option – Restrict the type of uses to scientific research and development and associated design on this site 2. Enable a wider range of economic development uses on this site	Evidence based studies (including work with PUSH) has highlighted that supporting the Science Park is important to the economic prosperity of Southern Test Valley. Across Test Valley general business activities are well-represented. However, the high value added components of this and research and development employment are under-represented in the Borough. Accounting for this, the Science Park is valued for its knowledge driven research and development activities, including in terms of its role within the local economy. If the safeguarding for acceptable uses on this site was removed, there may be a risk to the local economy, particularly as there are limited

Theme	Policy Area	Options	Commentary
			opportunities to expand this site. A more open employment use of this site may also affect the 'cities first' approach across South Hampshire. Therefore the second option has not been assessed against the sustainability objectives.
	Development at Adanac Park, Nursling and Rownhams	<ol style="list-style-type: none"> 1. Preferred Option – support large scale users of this site for high quality office / research / manufacturing development 2. Enable a wider range of economic development uses on this site 	This site is of particular importance to the sub-regional economy in terms of its size and location enabling the requirements of uses that need large sites with good access to the strategic road network to be met. This policy approach represents a safeguarding, rather than allocation. The preferred option reflects an extant outline permission for the site with a degree of flexibility beyond this.
	Development at Nursling Estate	<ol style="list-style-type: none"> 1. Preferred Option – restrict the use of the Estate to storage and distribution with ancillary processing and assembly 2. Enable a wider range of economic development uses on this site 	This site is of importance to the sub region as there are limited alternative opportunities for comparable B8 Use employment areas that are located closely to the strategic road network that can be operated 24 hours a day. Taking this into account, along with the demand for additional B8 floorspace within south Hampshire, it is appropriate to retain the restriction for this area for this use. Therefore the alternative option has not been assessed against the sustainability objectives.
	Development at Andover Airfield Business Park	<ol style="list-style-type: none"> 1. Preferred Option – continue to identify this site for economic development uses, with ancillary uses that may be acceptable 2. Enable a wider range of 	This site has outline planning permission for economic development purposes and associated ancillary uses. The Council has considered it to be appropriate to continue to provide a policy framework reflecting the outline permission and aspirations for the site as units on this site continue to come forward.

Theme	Policy Area	Options	Commentary
		economic development uses on this site, with greater flexibility in how the site is brought forward	Therefore the alternative option has not been assessed against the sustainability objectives.
	Tourism proposals	1. Preferred Option – provide a framework policy to consider tourism proposals	In line with the guidance within the NPPF (including paragraph 28) it is considered appropriate to provide a framework for considering tourist related developments. While options could exist to either take a more restrictive approach to such uses or to promote a greater role for tourism in the Borough, the approach taken will need to balance the benefits for the economy with the conservation of key assets of the Borough (including its landscape and rural character) which draw tourists to the area.
	Main town centre uses	1. Preferred Option – establish a local framework for determining applications for town centre uses 2. Rely on national guidance (NPPF)	Guidance on the approach to main town centre uses is provided within the NPPF (section 2). It is set out that local thresholds can be established for impact assessments – a local threshold has been considered as part of the evidence base. This did not result in the identification of an appropriate range but identified specific figures (one for Romsey and Andover and other for other parts of the Borough) based on the scale of the threshold relative to floorspace projections ¹⁷⁵ Local thresholds for the sequential test have also been identified on the same basis. As such, it is not considered appropriate to test further figures for both the sequential and impact tests. The town centre boundaries have been defined as a technical exercise in line with the NPPF definitions.

¹⁷⁵ Retail Update 2012, NLP, 2012.

Theme	Policy Area	Options	Commentary
	Ground floor town centre uses (for Andover and Romsey)	1. Preferred Option – establish local policy frameworks on the use of ground floors within the town centres of Andover and Romsey	<p>The NPPF (paragraph 23) sets out that Local Plans should set policies that make it clear which uses will be permitted in town centres; therefore it is not an appropriate option to rely on market forces. Guidance on the approach to town centres is provided within the NPPF, including the definitions for areas that need to be defined (e.g. primary shopping area and primary and secondary frontages). Where specific designations have been provided for areas to be identified, this work has been undertaken as a technical exercise.</p> <p>This policy area also considers the proportion of retail in comparison to non-retail uses within the primary shopping area. Alternative thresholds for Andover and Romsey have not been appraised as this was reviewed as a technical exercise for each centre accounting for the way they function. The specific percentages having more of an impact on the plan objectives than the sustainability objectives. Therefore, no alternative options have been tested against the sustainability objectives.</p>
	Proposals in Stockbridge local centre	1. Preferred Option – provide a framework for considering proposals in the local centre of Stockbridge	There were no sufficiently distinct options to test that supported the protection of the vitality and viability of this centre.
Environment	Promoting high quality development within the Borough	1. Preferred Option – provide a policy on design requirements for development within the	The NPPF establishes that design guidance should be provided in local policies (paragraph 58). Therefore it is not appropriate to rely solely on the NPPF. National guidance also establishes that

Theme	Policy Area	Options	Commentary
		Borough 2. Rely on national guidance	policies should not be overly prescriptive. Therefore no other options have been tested against the sustainability objectives.
	Considering the landscape character	1. Preferred Option – provide a policy on conservation and enhancement of the Borough’s landscape character 2. Rely on national guidance	Section 7 (and paragraph 157) of the NPPF establishes that design guidance (including consideration of the landscape) should be provided in local policies and that guidance should not be overly prescriptive. Therefore no other options have been tested against the sustainability objectives.
	Retaining separation between settlements	1. Preferred Option - establish local gaps to protect against the coalescence of settlements 2. Do not identify local gaps, consider each proposal on its own merits in line with national guidance and countryside policies	Through the appraisal process the first option performed more favourably based on impact on settlement character considerations including preventing coalescence and place setting. Many of the sustainability objectives were not directly relevant. Taking account of this review, the first option is preferred by the Council. The defining of the location of the gaps and the required extent will be undertaken as a technical exercise and included within the Revised Local Plan DPD.
	Residential areas of special character	1. Preferred Option – provide a policy on requirements for development within localised areas of the Borough 2. Rely on national guidance	The NPPF establishes that design guidance should be provided in local policies (paragraph 58). Therefore it is not appropriate to rely solely on the NPPF. As a result no other options have been tested against the sustainability objectives. The boundaries identified for the application of this policy will be defined through a technical exercise and included within the Revised Local Plan DPD.
	Biodiversity	1. Preferred Option – provide a policy on	The NPPF establishes that local policies should be established on biodiversity (paragraph 113); therefore

Theme	Policy Area	Options	Commentary
		requirements of development in terms of impact on biodiversity	it is not appropriate to rely on national guidance for this matter. Therefore no alternative options have been tested against the sustainability objectives. It is important to ensure that the requirements of the Habitat Regulations Assessment of the Revised Local Plan are incorporated.
	Green Infrastructure	<ol style="list-style-type: none"> 1. Preferred Option – provide a policy on the conservation and enhancement of green infrastructure 2. Rely on national guidance (NPPF) 	The NPPF establishes that local policies should be established on the approach to green infrastructure (paragraph 114); therefore it is not appropriate to rely on national guidance for this matter. Therefore no alternative options have been tested against the sustainability objectives
	Water Management	<ol style="list-style-type: none"> 1. Preferred Option – provide a policy framework to retain and improve water quality and seek to reduce water consumption 	The NPPF sets out that there should be a proactive strategy linked to climate change to account for water supply and demand (paragraphs 94 and 99). Through the preparation of this appraisal the importance of the water environment has been highlighted particularly in terms of the need to conserve water quality and seek to reduce demand for water resources. Therefore no alternative options have been tested against the sustainability objectives. The Council has also had regard to the consultation on proposed changes to housing standards in informing the approach to this policy.
	Consideration of the risk of pollution	<ol style="list-style-type: none"> 1. Preferred Option – provide a framework for considering the risk of pollution as a result of development 2. Rely on national 	The NPPF sets out that there should be policies provided which ensure that sites are suitable when accounting for pollution (paragraph 121). The Council has also considered it appropriate to provide a local policy on this matter. As such, no alternative options have been tested against the sustainability objectives.

Theme	Policy Area	Options	Commentary
		guidance (NPPF)	
	Heritage assets	1. Preferred Option – provide a framework for conserving and enhancing the historic environment	Section 12 of the NPPF sets out that Local Plans should set out a strategy for the conservation and enjoyment of the historic environment (also see paragraph 157). Therefore it is not appropriate to rely on the national guidance. As such, no alternative options have been tested against the sustainability objectives.
Leisure, Health and Wellbeing	Public Open Space	1. Continue Borough Local Plan requirements 2. Preferred Option - Continue the Borough Local Plan requirements with an additional provision for allotments 3. Seek a higher provision of public open space than the Borough Local Plan 4. See a lower provision of public open space than the Borough Local Plan	The NPPF establishes that open space requirements should be based on local evidence on needs (paragraph 73). The evidence available suggests that the standards contained within the Borough Local Plan are appropriate in terms of quantity. However, there is increased demand for allotments, which have potential leisure and health benefits (and associated links to sustainability and plan objectives). On this basis, the other options have not been tested against the sustainability objectives.
	Amenity considerations	1. Preferred Option – Provide a policy to ensure that residential amenity is protected	It is considered that there were no sufficiently distinct options to test, when accounting for national guidance and British Standards on related matters.
Transport	Managing Movement	1. Preferred Option – Provide a local policy on promoting more sustainable modes of travel and highway safety 2. Rely on national	The NPPF (section 4) provides guidance on promoting sustainable transport, in some cases requiring plans to include provisions to guide development towards more sustainable travel options. On this basis it is appropriate to provide a policy within the Revised Local Plan on this matter. As such,

Theme	Policy Area	Options	Commentary
		guidance (NPPF)	no alternative options have been assessed against the sustainability objectives.
	Parking Standards	<ol style="list-style-type: none"> 1. Preferred Option - Set parking standards drawing on the requirements of the Borough Local Plan 2. Establish higher parking requirements 3. Establish lower parking requirements 4. Considering parking requirements on a site by site basis 	The NPPF provides guidance on the factors that should be taken into account when preparing local parking standards (paragraph 39). The Council considers it appropriate to establish parking standards in light of the national guidance and to provide certainty on expectations. The level of provision of parking has not been subject to appraisal – this has been undertaken as a technical exercise to balance the need and demand for parking provision with the efficient use of land. Therefore the options referred to have not been subject to assessment against the sustainability objectives.
Community Safety	Community Safety	1. Preferred Option – provide a policy to ensure community safety is taken into account in planning development.	The NPPF establishes that policies should be provided on creating safe environments (paragraph 58), therefore it is not appropriate to rely on national guidance. No sufficiently distinct options were identified for assessment against the sustainability objectives.
Education and Learning	Skills and Training	1. Preferred Option – provide a policy to support skills training and apprenticeships	There were no sufficiently distinct options to test.

- 14.6 Through the consideration of alternatives and the appraisal of the policies (within Appendix 14) it has been possible to draw some initial conclusions about the cumulative performance of the development management policies in relation to the sustainability objectives. This is set out within Appendix 14 and duplicated in Table 37. The assessment within this chapter of the report has not accounted for the implications of the allocation policies, only focusing on the development management policies when considered together. The consideration of the likely effects of the plan as a whole has been presented in Chapter 15.

Table 37: Cumulative Assessment of Development Management Policies

Sustainability Objective	Performance	Commentary
1. Avoid and reduce the risk of flooding and the resulting detrimental effects to public wellbeing, the economy and environment.	i	National guidance provides guidance for considering flood risk. There are no policies proposed on this matter at the local level. The effect on this objective is likely to depend on the implementation of proposals that come forward that are assessed against these policies (also taking account of national guidance). It may be beneficial to highlight the role that sustainable drainage systems can play in reducing the risk of flooding, including as a result of surface water.
2. Support the mitigation against and adaptation to climate change. Promote energy efficiency and renewable energy sources.	+/-	There are no specific policies directly relates to this objective, however a number may have implications for this matter (e.g. managing the water environment in relation to adaptation, policy on green infrastructure, promoting sustainable modes of travel). It is noted that there are other factors (e.g. rising Building Regulation requirements) that may influence the effect of proposals that come forward.
3. Improve the efficient use of land and conserve soil resources.	+/-	None of the policies require measures that would directly support this objective, which may result in the policies performing less well in relation to this objective when considered together. However, a number of policies seek to support the re-use of buildings which have the potential to support this objective.
4. Promote the efficient and sustainable use of resources, whilst ensuring the sustainable management of waste.	i	There are no policies that directly relate to this objective or the indicative tests within it. There is limited scope for planning policies (outside minerals and waste planning) to seek a reduction in waste generation. Some of the policies may indirectly impact on the more efficient use of resources, for example through the promotion of the re-use of buildings.

Sustainability Objective	Performance	Commentary
5. Protect and enhance the water environment and ensure the sustainable management of water resources.	+	A specific policy is proposed in relation to protecting water quality, safeguarding groundwater resources and aiming to reduce demand for water. In addition, other policies seek to ensure that appropriate infrastructure is provided and that the risk of pollution is reduced. Therefore, when considered in combination, the policies are anticipated to perform well in relation to this objective.
6. Conserve and enhance the Borough's biodiversity.	+	A specific policy is promoted in relation to the conservation and enhancement of biodiversity, with other policies likely to have an indirect effect on this matter (e.g. through conserving water quality and protecting green infrastructure networks).
7. Reduce air pollution and ensure air quality is maintained or enhanced.	+/-	A policy is proposed which seeks to avoid the risk of pollution, including in terms of affecting air quality. However, air pollution within the Borough is often associated with road transport. A number of the policies support additional development, which may increase traffic levels. This needs to be balanced with policies that seek to promote more sustainable modes of travel which may lessen any effects.
8. Conserve and enhance the Borough's landscape and settlement character.	+	While there are policies that support additional development within the Borough, this needs to be considered in conjunction with those seeking to conserve and enhance the landscape and settlement character. On balance, it is considered that these policies would perform well in relation to this objective.
9. Conserve and enhance the historic environment.	+	A specific policy is proposed in relation to historic assets that would need to be considered should any proposals come forward (and in conjunction with the other policies). On this basis the strategic and development management policies are considered to perform well in relation to this objective.
10. Ensure that everyone has the opportunity to live in a decent, sustainability constructed and affordable home suitable to their needs.	+	Policies are in place that support the principle of additional homes within settlements and provide a framework supporting homes within the countryside where a specific need exists (including in relation to affordable housing and essential workers dwellings). There are also policies in place to ensure that opportunities to deliver affordable housing are maximised. The policies provided do not directly cover the points raised under this objective in relation to promoting

Sustainability Objective	Performance	Commentary
		sustainable construction (other than in relation to water) and ensuring that an appropriate mix of homes is provided to meet local needs. It is noted that Building Regulations requirements are planned to rise over the course of the plan period in relation to energy efficiency. The promotion of considering the mix of housing has been identified in relation to the consideration of the housing requirement for the plan period.
11. Reduce poverty and social exclusion, whilst maintaining and seeking to improve the health and wellbeing of the population, particularly in areas of deprivation within the Borough. Reduce crime and the fear of crime.	+/-	The level of impact of these policies on reducing deprivation is uncertain. The policies should provide a framework to help support healthy lifestyles, including through access to public open spaces and the promotion of pedestrian and cycle routes. A policy is also provided to seek the provision of safe environments and to design out the potential for crime.
12. Ensure the local economy is thriving with high and stable levels of growth. Raise levels of enterprise and productivity promoting a diverse economy (including tourism) with high value and low impact, whilst stimulating economic regeneration.	+	The policies perform reasonably well in relation to this objective, including through opportunities for new floorspace in settlements and in rural areas (through the re-use of buildings and redevelopment of existing employment sites) and the retention of existing employment provisions. It is recognised that policies seeking to deliver environmental and to some extent social objectives may limit the scope to deliver economic development, although to a degree these factors influence the local economy, including through tourism inputs to the economy.
13. Enable residents and visitors to have access to and enjoy a wide range of high quality cultural and leisure activities.	i	The policies seek the provision of additional infrastructure, including for public open space for residents. Leisure and cultural uses are supported in town centre locations. In these regards the policies will support the objective. To some degree, the ability to support the objectives and indicative tests is likely to depend on the proposals that come forward over the plan period.
14. Improve access to all services and facilities, whilst improving the efficiency and integration of transport network and the availability of sustainable modes of transport.	+	To some degree the effect on this objective will depend on the proposals that come forward over the plan period. Policies are in place that support the provision of new services and facilities and seek to retain those that already exist. Policies also seek to promote access via sustainable modes of travel, including to key destinations. It is recognised that the Borough is largely rural, which may

Sustainability Objective	Performance	Commentary
		influence the extent to which this objective can be achieved.
15. Raise educational achievement levels and develop the opportunities for everyone to acquire the skills they need throughout life, supporting the development of a skilled workforce.	+	Policies seek to ensure that appropriate infrastructure (including education provision) is made in conjunction with new development and seek opportunities to promote access to skills training and apprenticeships. As a result the policies are considered to perform well in relation to this objective, although it is noted that this would need to be undertaken in conjunction with other plans, programmes and projects that are specifically related to this objective.

- 14.7 The policies within each of the themes have different relationships with the sustainability objectives, with many individual policies not having a direct effect on a number of the objectives. This is considered in more detail within Appendix 14. The relationship with the sustainability objectives is also likely to depend on the proposals that come forward.
- 14.8 The cumulative impact of the policies (as set out in Table 37) is noted to perform well in relation to the sustainability objectives or depend on the implementation of the policies in the majority of cases. For some of the objectives, these policies are likely to have a mixed effect. In some cases this reflects different aspects of the objectives or the implications of different proposed policies. It is anticipated that the specific effects would depend on the scope for mitigation and trades offs made through the determination of applications that come forward.
- 14.9 In a number of cases it is recognised that other plans, programmes, guidance and legislation will influence the effect on the sustainability objectives and the environment. For example, the National Planning Policy Framework and supporting documentation establishes the approach to development and flood risk, while Building Regulations are scheduled to be tightened over time to increase the standards of energy efficiency of new buildings over time.
- 14.10 As set out above, the discussion in this chapter has focused on the cumulative impacts of the strategic and development management policies. Some of these policies may have adverse impacts when considered in isolation; this has highlighted the need for policies to be considered together when considering applications to ensure that all factors are taken into account. This should be set out within the Revised Local Plan DPD to provide clarity.
- 14.11 In light of the consideration of the development management policies, it would be helpful to provide a cross reference to the NPPF in relation to consideration of flood risk to ensure that applicants are aware of these requirements. Whilst it is noted that the Revised Local Plan has not proposed a policy directly relating to mitigation / adaptation to climate change, there are policies that are indirectly related to this issue. It may be beneficial to include some additional

text to refer to how these policies may have a role in terms of mitigation and adaptation. Changes have subsequently been made to the Revised Local Plan to reflect these points.

14.12 Further discussion of the effects of the plan as a whole is provided in Chapter 15.

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15 Predicting and Evaluating Cumulative Effects of the Plan

- 15.1 This section of the appraisal focuses on Tasks B3, B4 and B5 comprising the prediction and evaluation of the effects of the draft plan, along with the identification of mitigation measures (details of the Tasks are provided in Chapters 2). It is intended to provide an account of the predicted effects of the Revised Local Plan DPD as a whole, when taking account of other relevant plans, policies and programmes (as identified in the Scoping Report and Appendix 1 to this document).
- 15.2 As set out within the SEA Directive, the consideration of effects needs to account for secondary (or indirect), cumulative, synergistic, short, medium and long term, permanent and temporary, positive and negative effects. Cumulative effects normally reflect situations where individual projects or proposals may not have a significant effect when considered on their own, but when considered in conjunction with other plans / projects, the sum of the smaller effects results in a more significant effect. Synergistic effects move a step further, whereby the combined projects / plans have a greater effect than the individual projects / plans¹⁷⁶. There is not always a clear distinction between these different types of effects.
- 15.3 Given the strategic nature of the Revised Local Plan, and the dependence on the applications received, it is difficult to be precise about the effects of the plan and the potential interactions with other plans, policies and programmes. Table 38 identifies the cumulative effects of the Plan in relation to the sustainability objectives and a summary of the effects. This takes account of all the policies and proposals within the Plan, including allocations and development management policies.
- 15.4 Many of the effects identified as a result of the Plan are similar to those that were identified for the Revised Local Plan Regulation 18 document and the Core Strategy Regulation 25 document, reflecting many of the proposals and policies being similar.

Table 38: Cumulative Effects of the Local Plan on the Sustainability Objectives

Sustainability Objective	Performance	Commentary
1. Avoid and reduce the risk of flooding and the resulting detrimental effects to public wellbeing, the economy and environment.	+/-	The Revised Local Plan does not include any specific policies on flood risk as national planning guidance (NPPF) establishes the approach to this matter – a reference is made to this. One of the strategic sites under consideration (Picket Piece, Andover) is not entirely free from areas of moderate flood risk, this scheme could come forward in such a way as to minimise the risk and to incorporate mitigation measures to avoid new

¹⁷⁶ A Practical Guide to the Strategic Environmental Assessment Directive, ODPM, 2005.

Sustainability Objective	Performance	Commentary
		risks, for example using sustainable drainage systems. Supporting text has been included to highlight the benefits of sustainable drainage systems and the forthcoming obligations to utilise such systems.
2. Support the mitigation against and adaptation to climate change. Promote energy efficiency and renewable energy sources.	+/-	There are no specific policies within the Plan on mitigation or adaptation to climate change. Some of the policies may have indirect effects on adaptation to climate change, text is provided to note this within the Revised Local Plan. National planning guidance (NPPF) supports the principle of renewable and low carbon energy proposals. Building Regulation requirements are increasing overtime in relation to energy consumption (which new development would need to comply with) and other Government and more local initiatives may also impact on the attainment of this objective.
3. Improve the efficient use of land and conserve soil resources.	-	The proposed allocations within the plan involve development on greenfield land, some of which result in the use of areas of the best and most versatile agricultural land. Other development that may come through the plan may also involve the use of greenfield land. The policies incorporate aspects that may support this objective, with others that may work against it. Other policy considerations including the impact on settlement character and historic environment may influence this objective. National planning guidance (NPPF) covers agricultural land quality; as such this would be a material consideration in the determination of applications.
4. Promote the efficient and sustainable use of resources, whilst ensuring the sustainable management of waste.	-	There are no specific policies proposed covering the efficient and sustainable use of resources (including energy and natural resources), although a policy is provided considering the re-use of buildings within the countryside (which may indirectly affect this objective). Building Regulations and other Government initiatives are in place which seek to promote more efficient use of energy and more sustainable

Sustainability Objective	Performance	Commentary
		<p>energy supplies. These other considerations would have implications on development within the Borough.</p> <p>Additional development within the Borough is likely to result in the production of additional waste over the course of the plan period. There are no specific policies proposed which relate to waste and recycling. This lies outside the remit of the plan. However, other policies and strategies (including through the Minerals and Waste Plan) seek to reduce waste production and maximise re-use and recycling.</p>
5. Protect and enhance the water environment and ensure the sustainable management of water resources.	+/-	<p>Additional development within the Borough is likely to put additional pressure on the water environment (both in terms of quantity and quality). A specific policy has been proposed to try and reduce demand for water and ensure sufficient infrastructure capacity is available to lessen the potential of adverse effects.</p>
6. Conserve and enhance the Borough's biodiversity.	+/-	<p>A policy is provided that seeks to conserve and enhance biodiversity interests, including designated sites, protected species and other features of value (e.g. trees and hedgerows). Other policies (e.g. linked to landscape character and green infrastructure) may also support this objective. The identification of strategic sites has taken account of biodiversity and it will be necessary to consider this matter as sites come forward. The Habitat Regulations Assessment process has further considered the likely effect of the Plan on Natura 2000 and Ramsar sites.</p>
7. Reduce air pollution and ensure air quality is maintained or enhanced.	+/-	<p>Given the level of development over the plan period, it is anticipated that there would be increased traffic generation, which has the potential to result in a reduction in air quality; this is particularly the case where congestion occurs (this includes locations beyond the Borough boundary when considered cumulatively). A number of policies seek to promote more sustainable modes of travel, with strategic sites</p>

Sustainability Objective	Performance	Commentary
		being identified taking account of accessibility.
8. Conserve and enhance the Borough's landscape and settlement character.	+	There are a number of policies proposed that support this objective, with the identification of strategic sites having taking account of the landscape and settlement character. The specific impact on the objective is likely to depend on the nature of applications that come forward and the implementation of the policies. As highlighted within the Landscape Character Assessment, there are also other factors beyond the control of planning that may result in changes within the Borough over time that would need to be accounted for.
9. Conserve and enhance the historic environment.	+/-	The policies seek to conserve and enhance the historic environment and heritage assets (and their setting). Some of the strategic sites are in close proximity to such assets and will need to be planned to have regard to these features and their setting.
10. Ensure that everyone has the opportunity to live in a decent, sustainability constructed and affordable home suitable to their needs.	+	The housing figure for the Borough has sought to balance the need for housing with other factors – the figure proposed is higher than the baseline demographic scenarios but is not anticipated to deliver the level of affordable housing to meet the existing backlog in conjunction with newly arising need. Policies seek the provision of affordable housing and provide a framework for the consideration of housing to support identified needs in the rural areas of the Borough. Text has been provided seeking to ensure that the mix of housing reflects the needs of the community. The policies do not specifically address sustainable modes of construction. The latter point has links with rising requirements through Building Regulations, while a policy is provided seeking to ensure more water efficient development in the future.
11. Reduce poverty and social exclusion, whilst maintaining and seeking to improve the health and wellbeing of the population, particularly in areas of deprivation within the	+/-	The Revised Local Plan does not specifically address reducing deprivation levels within the Borough, however there may be indirect effects on this matter. A number of policies are likely to support healthy lifestyles,

Sustainability Objective	Performance	Commentary
Borough. Reduce crime and the fear of crime.		through the provision of public open space and recreation facilities and the promotion of pedestrian and cycle routes. There are also provisions for promoting safer environments and aiming to design out crime.
12. Ensure the local economy is thriving with high and stable levels of growth. Raise levels of enterprise and productivity promoting a diverse economy (including tourism) with high value and low impact, whilst stimulating economic regeneration.	+	A number of policies support the principle of employment related development and tourism within the Borough. In addition, a number of policies are proposed to make provision for additional employment floorspace and to support the delivery of existing commitments and sites. The housing figure for the Borough is also based on the need identified through economic forecasts. The inclusion of additional employment land at Walworth Business Park should support the wider regeneration strategy for this area– this links to an issue identified in the Scoping Report. The Revised Local Plan does not specifically encourage more high skilled jobs – this is likely to be more dependent on the implementation of the Plan and the types of proposals that come forward over the plan period. Although it is noted that the Plan seeks to support training opportunities and apprenticeships in conjunction with new development. In addition an allocation is proposed to enable the growth of the University of Southampton Science Park.
13. Enable residents and visitors to have access to and enjoy a wide range of high quality cultural and leisure activities.	+	Policies are included to support the provision of leisure and cultural activities, with a focus on the town centres. Public open space provisions should be made in association with new residential developments. Within Southern Test Valley there are also strategic proposals for additional outdoor sports facilities and a forest park. Policies also seek to retain existing facilities where reasonable to do so. The specific effects on this objective and its indicative tests are likely to depend on the proposals that come forward over the plan period.
14. Improve access to all services and facilities, whilst improving the efficiency and	+	Through the settlement hierarchy approach, the principle of development would be supported

Sustainability Objective	Performance	Commentary
integration of transport network and the availability of sustainable modes of transport.		within the settlements with the best access to facilities and services, as well as access to sustainable travel options. The identification of strategic sites has taken account of existing access to facilities and services, with opportunities to enhance this being identified. Policies also seek to retain existing community facilities. The specific effects on this objective and its indicative tests are likely to depend on the proposals that come forward over the plan period.
15. Raise educational achievement levels and develop the opportunities for everyone to acquire the skills they need throughout life, supporting the development of a skilled workforce.	+	The attainment of this objective is likely to depend on the implementation of the Plan. Policies seek to ensure that appropriate educational facilities are provided to support new development. There is also a policy seeking to increase access to skills training and apprenticeships where a scheme as a significant impact on the labour market. It is anticipated that the performance in relation to this objective would need to be considered in conjunction with other plans, policies and programmes.

- 15.5 Based on Table 38, in many cases there is either a positive or mixed performance expected in relation to the sustainability objectives. However, in a small number of cases, the Revised Local Plan performs less well in relation to the sustainability objectives – this often relates to environmental objectives. This largely arises (either directly or indirectly) as a result of the need to provide additional land (predominantly greenfield) for development over the plan period. In some cases this has been necessitated by other drivers, including to ensure conformity with national guidance.
- 15.6 There is a need to consider the implications of the Plan in the context of other plans, policies and programmes, which will also have implications for the sustainability objectives in combination with the Revised Local Plan. For example, while the Revised Local Plan does not include any specific policies on flood risk, this is addressed in national planning guidance which will be a material consideration in the determination of planning applications. Legislation such as the Flood and Water Act 2010 will also have implications through the new procedures in relation to sustainable drainage systems.
- 15.7 Taking account of the above, a discussion of the effects of the Plan in combination with other plans and programmes is provided below, which has been based on the topics used in the Scoping Report. These cover all the SEA Directive topics and all the sustainability objectives. Where appropriate,

potential mitigation measures have also been considered in relation to each topic.

Effects on the Environment

15.8 The environment covers a wide variety of issues; as such this section has been divided into more specific areas. However, there is overlap between a number of the topics which has made the separation of the prediction and evaluation of likely effects challenging.

Water

15.9 As has been highlighted within the Scoping Report, the water environment of the Borough plays an important role, including as a source of drinking water and supporting habitats and species within the locality.

15.10 In the medium to long term it is anticipated that the demand for and consumption of water will increase as a result of the population of the area rising – Table 12 sets out the latest domestic water consumption figures. This needs to be considered in conjunction with changing demand for water from existing users, implications of additional development outside the Borough (served by the same supplies) and the potential implications of a changing climate, which could also act as a driver for increased water demand and reduced availability of supplies. This could have indirect adverse effects on the biodiversity of the Borough and surrounding areas (which act as a water source for the Borough) if insufficient water is available to support the environment.

15.11 Abstraction of water is controlled by the Environment Agency, who will need to account for the impact of increased abstraction on the environment, particularly given the requirements of the Water Framework Directive (which may result in further changes to licenses in the future). The Revised Local Plan is proposing to introduce measures to promote water efficiency within new buildings – this could not be applied retrospectively to those sites that already have planning permissions. Although in some cases, high levels of water efficiency have been sought and agreed as part of planning permissions.

15.12 Southern Water (water company covering the majority of the Borough) is also rolling out a universal metering programme for domestic properties which is expected to reduce average water consumption for existing customers over time.

15.13 There is some uncertainty about the wider cumulative effects on the water environment in the future. For example, in order to reduce water consumption on the River Itchen (due to adverse effects on the River Itchen SAC), it is proposed to increase abstraction from the lower River Test¹⁷⁷. The increase would remain within the existing consent but would exceed current abstraction

¹⁷⁷ Water Resource Management Plan 2010 – 2035, Southern Water, 2009 (<http://www.southernwater.co.uk/Environment/managingResources/publicConsultation.asp>).

rates. There is some uncertainty as to the likely (presumably temporary) effect should the reduced abstraction rate from the River Itchen come into force before the infrastructure is in place to distribute additional water supplied from the River Test. It is noted that in Southern Water has undertaken consultation on its draft Water Resource Management Plan for the period 2015 to 2040 which continues to promote the above mentioned proposals.

- 15.14 The plan makes provision for new development which will increase consumption. Changes in consumption patterns might also affect water use. Mitigation measures within the Revised Local Plan (including seeking higher levels of water efficiency than required through Building Regulations) and through other mechanisms are likely to reduce the rate of increased consumption.
- 15.15 There is the potential for a cumulative (and possibly synergistic) effect on the water environment when accounting for development outside the Borough, which is served by the same water resources (particularly within the South Hampshire Water Resource Zone). Many of the neighbouring authorities to Test Valley have or propose to have policies that seek higher levels of water efficiency associated with new development.
- 15.16 The level of water use will also have implications on water quality within the Borough. As noted within the Scoping Report, based on the Water Framework Directive requirements, the quality of water in the Borough is mixed.
- 15.17 The most likely implications on water quality as a result of the proposals within the Revised Local Plan link to the availability of waste water treatment capacity. There are known constraints to the treatment capacity available at Fullerton Waste Water Treatment Works (WWTW) which serves Andover and a number of the surrounding villages. This works does not serve development outside Test Valley Borough, therefore there is unlikely to be a cumulative effect, when accounting for development outside the Borough, on this works.
- 15.18 Taking account of the potential levels of development over the plan period, in the medium to longer term there is the potential for the current capacity at Fullerton WWTW to be exceeded. There will need to be close monitoring of completions and permissions for development within the catchment for this works, as well as joint working with the Environment Agency and Southern Water. Southern Water has highlighted that over the course of the plan period, it is anticipated that solutions can be found for Fullerton WWTW. The need for a collaborative approach is set out within the Revised Local Plan, along with the need for development to be planned and phased accounting for the available capacity. The proposed measures to increase water efficiency for new development within the Borough may have implications on capacity for the treatment of waste water. Over the length of the plan period there is the potential that new technologies for the treatment of waste water may become viable for use, however this cannot be relied upon.
- 15.19 Development within the Borough (including allocations) will also be served by other waste water treatment works. There remains some uncertainty about the

potential effects on the water environment (via the capacity of waste water treatment works) in relation to likely levels of windfall development within the Borough. Some water bodies may be subject to cumulative effects, particularly in the medium to long term, when accounting for development across a number of local authority areas. This may include the River Itchen via the Chickenhall WWTW, which serves development within the districts of Eastleigh, Winchester and Test Valley. As above, it will be important to continue to work with Southern Water and the Environment Agency on this matter.

- 15.20 A policy seeking to protect all water bodies, including groundwater protection zones, is included within the Revised Local Plan which is intended to consider direct and more diffuse impacts on water quality. A separate policy also seeks to reduce the risk of water pollution. The Test and Itchen Diffuse Water Pollution Plan highlights existing concerns about diffuse sources of water pollution, including from rural areas and runoff from highways. Development within the Borough has the potential of a cumulative or synergistic effect on water quality. An action plan associated with the Diffuse Water Pollution Plan is seeking to reduce the impacts of identified sources of diffuse water pollution.
- 15.21 There are a number of factors affecting water quality within the Borough (including legal drivers such as the Water Framework Directive). There is uncertainty over the specific implications on water quality, given the range of variables. It is noted that development within Test Valley could have an affect beyond the Borough boundary and vice versa (e.g. small parts of the Borough discharge to waste water treatment works that discharge to water systems outside the Borough, such as the River Itchen). More development may have an adverse impact, particularly if infrastructure capacity is exceeded. However this needs to be balanced with measures in place to try and overcome existing sources of water pollution (including diffuse sources) and prevent new development resulting in a worsening situation.
- 15.22 As noted above, the Revised Local Plan does not include any specific policies aiming to reduce or avoid the risk of flooding and its impacts – this is provided in national planning guidance (through the NPPF). A changing climate is anticipated to increase the areas at risk of flooding within the Borough in the longer term - this should be taken into account when considering proposals. In some circumstances new development may be undertaken in areas of flood risk; in these situations if the flood risk cannot be avoided it would be important to identify appropriate mitigation measures to reduce vulnerability (both as a result of the risk of flooding and the magnitude of any events should they occur). It is increasingly important to ensure that surface water is appropriately managed in conjunction with new development. Forthcoming requirements for the approval of sustainable drainage systems should provide a mechanism to consider this further.

Air Quality

- 15.23 The impacts on air quality can arise as a result of short term, often temporary factors such as through construction processes, as well as longer term

implications for example as a result of increased traffic levels over time. The short term construction related implications can to some extent be mitigated through the management of construction processes and may be localised to the vicinity of the area of works (and transport corridors used by construction vehicles – this could be beyond the Borough boundary).

- 15.24 It is anticipated that traffic generation is likely to increase over time as a result of additional development within and beyond the Borough. This has the potential for an adverse effect on air quality over time. Air quality is generally good in the Borough at present, with no Air Quality Management Areas (AQMA) identified. Areas of higher traffic congestion would potentially result in a greater risk of air pollution – this would be likely to be a long term effect. There are areas outside the Borough which have less favourable air quality at present that may be subject to additional traffic levels (likely to be medium to longer term) from a range of geographical areas, including from within Test Valley. This could include the AQMA along Redbridge Lane in Southampton City.
- 15.25 A number of potential mitigation measures have been included within the Revised Local Plan to try and reduce the potential impact, including locating proposed allocations in more accessible locations and seeking to encourage more sustainable modes of travel. It is anticipated that there could be a residual impact on air quality, which has the potential to have an adverse impact on human health and ecology. It is not possible to predict the significance of this impact, particularly as there may be other factors that also impact on air quality and movement in the Borough. For example, improvements in technology may result in lower emissions associated with road transport (although it is acknowledged that as the technologies age (i.e. as cars containing such technologies get older) their ability to reduce emissions tends to reduce).

Soil and Geology

- 15.26 The Revised Local Plan will result in the development of greenfield sites which will have a permanent impact on soil resources (which are considered as non-renewable), this is anticipated to include best and most versatile agricultural land (based on surveys referred to in the appraisal matrices). This impact is unlikely to be reversible.
- 15.27 There is less certainty about the implications of non-allocated development that may come forward over the plan period. As noted within the appraisal process, the effects on agricultural land are unlikely to be significant in the context of the Borough alone, but would be more significant when considered in conjunction with development outside the Borough, including on best and most versatile agricultural land and when accounting for other factors including the implications of a changing climate.
- 15.28 Further development may also result in the compression of soils, which can be permanent. This may also have implications on the water environment in terms of infiltration of water and the risk of surface water flooding. There may

be some opportunities to reduce the extent of this impact through the management of construction activities (this is not controlled by a proposed policy).

- 15.29 The principle of development being acceptable within settlement boundaries may provide an opportunity to address areas of land that have the potential to be contaminated (note the Scoping Report set out that none of the sites that have the potential to be contaminated have been designated as contaminated land). This may have ecological and other environmental benefits. It is not possible to predict or evaluate the magnitude and significance of this effect as it will depend on the nature and location of applications received over the plan period.
- 15.30 The identification of strategic sites has taken account of the location of mineral consultation areas, which identify potential mineral sources within the Borough. A number of the strategic sites put forward include mineral consultation areas – this would need to be considered in more detailed planning of sites. It would be expected that any viable minerals should be extracted prior to development. Where resources are not viable for extraction, there may be a permanent loss of minerals – it is anticipated that this would be of a relatively low significance. The Minerals and Waste Plan also forms part of the Development Plan and would be taken into consideration in the determination of applications.

Landscape and Settlement Character

- 15.31 The proposed allocations and non-allocated development coming forward through planning applications will have an effect on the landscape of the Borough throughout the plan period (and beyond this). The changes are likely to be most significant around the larger settlements where the greatest level of development is proposed. This may also apply around the rural areas – this is more difficult to predict as it is more likely to depend on applications that come forward over the plan period (e.g. as rural affordable housing exception schemes and community led development).
- 15.32 The identification of strategic sites for development has taken account of the potential impact on the landscape and settlement character as a means of trying to reduce the likelihood of adverse effects, with the scope for mitigation being provided through landscaping features as part of the sites.
- 15.33 The identification of local gaps is likely to retain the distinction between settlements around Andover and Southern Test Valley. Strategic sites are proposed in the area between the edge of Nursling and Rownhams and Southampton. Additional landscaping has been proposed in association with these sites to lessen this effect.
- 15.34 Mitigation can be provided to reduce the impact of development on the landscape, for example through the detailed design and layout of schemes, as well as through planting schemes. Policies within the Revised Local Plan seek

to ensure that appropriate landscaping helps to integrate development in with the local landscape character.

- 15.35 It is challenging to determine the nature and likelihood of effects on settlement character within the Borough. The degree of change is likely to be variable across the Borough. The Revised Local Plan includes policy requirements to ensure new development is appropriate given the existing settlement character.
- 15.36 Proposed allocations are likely to predominantly effect the character of the settlements they fall within or adjacent to. These effects are likely to occur in the medium to long term impacts and are likely to be permanent. Taking this into account it will be important to give careful consideration to the design and layout of proposals as they come forward. Some of the larger residential allocations are likely to come forward as new neighbourhoods; therefore there may be an opportunity to establish their own identity and local character whilst also drawing on the settlement wide character. Development that comes forward that does not relate to allocations can also have a significant effect on settlement character and the same requirements within the Revised Local Plan would apply.
- 15.37 Guidance is available for many of the settlements within the Borough to help ensure that new development is not out of character – this includes through Village and Town Design Statements, the Landscape Character Assessment and townscape assessments. A policy is also included to seek to protect residential areas of special character – this policy is likely to help retain these distinct areas of lower density, often including similar architectural styles and more mature planting.
- 15.38 Given the policies in place through the Revised Local Plan, in conjunction with other plans, policies and programmes, it is predicted that the Revised Local Plan will not have a significant adverse effect on the North Wessex Downs AONB and the New Forest National Park in terms of landscape and character considerations.
- 15.39 Development within the Borough has the potential to have temporary effects on both landscape and settlement character as a result of construction activities. No mitigation is proposed as the impact is likely to be temporary in nature, despite the potential for the duration and significance of the effects varying.
- 15.40 It is acknowledged that over the plan period there are likely to be changes to the landscape and settlement character that occur outside the control of planning, for example landscape changes potentially arising out conversion of agricultural land to grow energy crops. It is challenging to set out whether these cumulative changes would necessarily be positive or negative, as opposed to just part of the evolution of the landscape of the Borough.

Historic Environment

- 15.41 As noted above, the Revised Local Plan is considered to have a mixed performance in relation to the historic environment. A policy sets out that development should conserve and enhance historic assets and their setting. However, the specific impact is likely to depend on the nature of development that comes forward over the plan period.
- 15.42 The identification of strategic sites included the consideration of heritage assets, particularly listed buildings, conservation areas, archaeology and registered Historic Parks and Gardens. One of the allocations (at George Yard / Black Swan Yard in Andover) is within a Conservation Area, while another site is within an area identified on the Hampshire Register of Historic Parks and Gardens. Effects in relation to these sites are likely to arise in the medium to long term. Some of the other allocations are close to heritage assets or may have archaeological potential – it will be vital that the sites are taken forward giving consideration to these designations and their setting to avoid the risk of adverse effects.
- 15.43 Effects on the historic environment tend to be quite localised in relation to specific features of interest but tend to be permanent in nature (either through direct or indirect effects). The proposals at North Stoneham for residential development, in conjunction with the proposal by Eastleigh Borough Council for residential development south of Chestnut Avenue are likely to have a permanent, cumulative effect on the locally important historic landscape associated with the former North Stoneham House, which extends beyond the Borough boundary.
- 15.44 There are a number of heritage assets within the Borough which are considered to be ‘at risk’ – development over the course of the plan period has the potential to help restore these assets however this would depend on opportunities coming forward. None are specifically planned as a result of the Revised Local Plan.
- 15.45 Listing descriptions (for listed buildings) and Conservation Area Character Appraisals (where available) are just some of the sources that can help to ensure that any development is planned in a sensitive way to the features of interest.
- 15.46 Romsey acts as a market town, with a key part of its identity relating to the historic core. While there are specific proposals for major residential and employment developments around the town which will have an impact on the character of the settlement as a whole, they are not considered to have a significant adverse impact on the historic core of Romsey over the course of the plan period.

Biodiversity

- 15.47 Based on the location of the proposed strategic sites and the proposed requirements for the site coming forward, it is considered unlikely that the

Revised Local Plan will result in a significant adverse direct effect on sites of biodiversity value or importance. The potentially greater risk comes from indirect, cumulative and synergistic effects – these include recreational pressure on designations, and changes to water and air quality – some of which are outside Test Valley. More detailed discussion on the likely significant effects (and proposed mitigation) on Natura 2000 sites and Ramsar sites is provided within the Habitats Regulations Assessment.

- 15.48 Over the course of the plan period, temporary effects of construction activities (e.g. noise disturbance and air quality impacts) could have implications on local biodiversity. The permanence and magnitude of the impacts of these factors is likely to depend on the sensitivity of the ecological feature of interest. In most cases, these impacts can be mitigated and this would be largely addressed through Environmental Impact Assessments and the determination of planning applications.
- 15.49 As development occurs across the Borough (and in neighbouring areas), particularly as a result of larger scale developments, habitats and species may be effected by additional recreational pressure (as a result of increased population), particularly in the medium to longer term. This could include internationally important to locally important sites. Without mitigation this could have a long term adverse impact on features of ecological interest. To some extent, the impact on these receptors can be mitigated through the management of the sites, including in terms of accessibility and directing people to the less sensitive areas of habitats. In addition, the provision of accessible and usable public open space (and accessible green infrastructure provisions) can play a role in minimising the impact on ecologically important habitats and species.
- 15.50 The Revised Local Plan includes provision for a forest park within Southern Test Valley in addition to the public open space requirements. This will provide additional recreational space and form part of the local green infrastructure network. The woodland areas making up the forest park are of ecological value in their own right (e.g. designated as SINCs and including ancient woodland) therefore it will be important that biodiversity value of the site is considered in bringing it forward to avoid an adverse ecological impact. The same applies in relation to the Luzborough Plantation and Beggarspath Wood which are linked to residential development in Southern Test Valley.
- 15.51 Opportunities may arise over the course of the plan period to enhance local biodiversity, for example through habitat restoration. Links to the local Biodiversity Action Plans (BAPs) may enable consideration of how new developments may support actions contained within the BAPs.
- 15.52 There are a range of other factors that could influence biodiversity over the plan period in combination with development and other changes within the Borough. For example, a changing climate is expected to result in both direct and indirect effects on biodiversity – it will be important to account for these long term trends and their potential implications (which may result in

synergistic changes), for example by seeking to protect and enhance habitat stepping stones.

Resource Consumption

- 15.53 Additional development within the Borough is likely to result in increased consumption of resources, ranging from materials to construct new buildings to the additional energy usage associated with the resultant development. This is likely to be a permanent effect. The spatial distribution of effects as a result of this is likely to depend on the source of the resources in consideration.
- 15.54 In terms of energy consumption, rising Building Regulation requirements to meet the Governments targets¹⁷⁸ are likely to temper the increase in energy consumption but this in itself is unlikely to result in a reduction in energy use across the Borough in the long term. Other initiatives and government policies may also impact on energy consumption within the Borough, such as the Green Deal.
- 15.55 There are no specific policies within the Revised Local Plan in relation to renewable energy (either as allocations or more general policies) – national guidance provides a presumption in favour of renewable technologies. There has been a recent increase in the installation of renewable energy systems, particularly solar photovoltaics, including as a result of the Feed in Tariff initiative. This may also occur in relation to heat generating technologies as a result of the Renewable Heat Incentive and more generally in relation to renewable and low carbon technologies as a result of national policy. Should these installations come forward, there may be indirect effects on the environment, for example on the landscape character.
- 15.56 There are no specific policies within the Revised Local Plan seeking to require the use of sustainably sourced materials. There may be some advantages through supporting the principle of the re-use of buildings in the countryside in terms of reducing the demand for new resources – the magnitude of this effect is uncertain.
- 15.57 The Revised Local Plan does not directly deal with waste generation and recycling. Additional development, resulting in an increased population of the Borough, is likely to result in an increase in waste generation, a proportion of which will be reused, recycled or composted. There are other plans, policies and programmes in operations within the Borough which seek to reduced waste production and increase the proportion of waste that is reused, recycled or composted.
- 15.58 The Minerals and Waste Plan (developed by Hampshire County Council) will seek to ensure that sufficient waste processing facilities and mineral resources are available. This forms part of the Development Plan.

¹⁷⁸ For all new dwellings to be zero carbon by 2016, with new commercial buildings being constructed to zero carbon standards by 2019.

Greenhouse Gases and Climate Change

- 15.59 Additional energy use (referred to above) and travel within the Borough are likely to result in increased greenhouse gas emissions. This will need to be balanced with measures that are being implemented to seek to reduce greenhouse gas emissions in order to comply with the targets established within the Climate Change Act. It is not possible to predict or evaluate the specific impact on this with any precision. Any changes within the Borough would also need to be considered in conjunction with additional development elsewhere as well as national and global trends to inform the identification of the effects of changes in emissions. In recent years the published data on carbon dioxide emissions has not shown a clear trend, as referred to within the profile of the Borough.
- 15.60 In order to try and reduce the significance of any increases in emissions as a result of new development (whilst also potentially having an indirect effect linked to existing development) a number of mitigation measures have been taken forward. The settlement hierarchy approach is based on access to facilities and services, with an aim to try and focus new development in the most sustainable locations. Policies are also in place to seek to retain existing facilities and services; these measures have a role in seeking to reduce the need to travel. Policies also seek to promote more sustainable modes of travel. It is also recognised that wider initiatives may also have an impact on the Borough, for example any proposals to de-carbonise the grid and increase the proportion of energy derived from renewable sources.
- 15.61 Rising greenhouse gas emissions are linked to increasing the risks of a changing climate – within Chapter 5 of the Scoping Report some of the forecast scenarios in relation to temperature and precipitation changes are outlined. Changes within the Borough are anticipated to contribute to global changes which are forecast to result in rising temperatures, changing rainfall patterns and an increased risk of more extreme weather conditions. These changes are likely to result in secondary effects on ecology, human health and the water environment for example.
- 15.62 More localised changes within and beyond the Borough may also have effects when considered in combination, such as increased coverage of non-natural surfacing as a result of development, which may contribute to the urban heat island effect, potentially resulting in higher temperatures in the local area. The magnitude of this effect will depend of the scale of the existing settlements and the increase in coverage of non-natural surfaces. The inclusion of green areas, including public open space, could be a way to reduce the magnitude of this effect.
- 15.63 In addition, sea level rise needs to be considered in the context of the retention of coastal defences (for example around Southampton City) and the areas that may be allowed to change as sea levels rise (including the Lower

Test). This will have knock on effects on habitat types and the species occupying this area¹⁷⁹.

- 15.64 The mitigation measures referred to will not prevent the changes in climate. However, when taking account of similar measures introduced beyond the Borough, in conjunction with national and international measures, the magnitude and extent of impacts may be lessened.

Effects on the Local Community

Demographics

- 15.65 A key effect on the local community will be an increase in the population of the Borough. The Scoping Report (Chapter 6) set out details on the existing population and forecasts – this was based on the figures that were within the South East Plan. This has been used as a comparator as no alternative housing figure is currently available looking forward.
- 15.66 The proposed housing requirement for the Borough is higher than the South East Plan per annum requirement was and the distribution of this figure across the Borough is different. The figure for Southern Test Valley is 2 dwelling per year below the South East Plan figure, with the figure for Northern Test Valley 89 dwellings per year above the South East Plan per annum figure.
- 15.67 Based on Long Term Projections¹⁸⁰, the South East Plan housing requirements would have resulted in an increase in the population of the Borough of approximately 9,169 people between 2011 and 2026. However, the plan period is proposed to extend to 2029 (rather than 2026) and a higher number of dwellings per annum is proposed, as such the population growth for the plan period is anticipated to be higher than that which would have arisen through the South East Plan.
- 15.68 The population forecasts based on the proposed Borough wide housing figure of 588 dwellings per annum has been identified to result in a population increase of approximately 23,000 between 2011 and 2029¹⁸¹. This equates to approximately a 20% increase when compared to the 2011 Census population figure.
- 15.69 There are a range of factors that will influence the growth in population of the Borough, including the potential for additional development across the Borough (within settlements particularly) and other demographic changes (e.g. a greater move towards smaller household sizes, potential changes in migration rates, etc).

¹⁷⁹ This matter is considered in more detail through the North Solent Shoreline Management Plan and associated technical studies, available at <http://www.northsolentsmp.co.uk/>.

¹⁸⁰ Long Term Projections, Hampshire County Council (available: <http://www3.hants.gov.uk/factsandfigures/population-statistics/pop-estimates/long-term-proj.htm>).

¹⁸¹ Drawing on Test Valley Strategic Housing Market Assessment (SHMA) 2013, Justin Gardner Consulting.

- 15.70 It is anticipated that the change in population within the Borough is likely to reflect the settlement sizes, with Andover and some of the larger settlements in Southern Test Valley experiencing the highest levels of growth. There is much greater uncertainty about changes in population for the smaller and more rural settlements, particularly when accounting for trends towards smaller household sizes. This could result in the reduction in population of certain settlements.
- 15.71 The age profile of the Borough may also change over the course of the plan period. Based on the 2011 Census, the proportion of 20 to 34 year olds is lower in the Borough than for England, while a higher proportion of the population are 50 to 74 years old¹⁸². It is anticipated that over the plan period, there will be a move toward an ageing population within the Borough.
- 15.72 Changes in the population of the Borough are likely to have indirect effects, which are picked up under separate headings within this section. This is likely to include increased use of resources.

Housing

- 15.73 The 2011 Census set out that there were approximately 49,140 dwellings within the Borough. The proposed housing requirement for an additional 10,584 dwellings within the Borough between 2011 and 2029 would increase this total to approximately 59,730 dwellings.
- 15.74 As noted above, it is anticipated that over the plan period the average household size within the Borough will fall, reflecting a national trend. There is some uncertainty as to the specific implications, particularly when accounting for the potential suppression of household formation linked to the economic downturn.
- 15.75 The number of affordable homes available within the Borough is anticipated to increase in the medium to long term, which is anticipated to have a positive effect. The rate at which affordable homes are provided is likely to be linked (not necessarily directly) to the delivery of market housing. The proposed policy within the Local Plan seeks up to 40% affordable housing, with a stepped approach based on the number of dwellings proposed. If 35% of the proposed housing figure came forward as affordable housing this would equate to approximately 3,700 affordable dwellings.
- 15.76 The location of the affordable housing is likely to be focused on the larger settlements, particularly in conjunction with the residential strategic sites. There is also likely to be some provision of affordable housing in the more rural settlements of the Borough brought forward as exception schemes – this will depend on whether a localised need is identified.
- 15.77 As set out in Chapter 8, the proposed level of housing is not likely to provide for all of those in housing need, based on the figures identified in the Strategic

¹⁸² 2011 Census, ONS, 2012.

Housing Market Assessments. It will make a contribution towards meeting this need. It is unlikely that outstanding need would be cancelled out by additional development in neighbouring authorities, although neighbouring authorities housing figures will also be contributing to the supply of affordable housing within the housing market areas over the plan period. The level of housing need is something that will need to be kept under review, in terms of the level of housing need across the housing market areas, as indicated by the local authority waiting lists.

- 15.78 Aside from the provision of affordable housing, the effect on the actual affordability of housing over the plan period remains uncertain. There are a number of factors that influence the price of housing. While the supply may have an effect, other factors are likely to be more important, particularly at present. General property price forecasts vary in their projections, however in the short to medium term it is anticipated that property prices are likely to increase.

Poverty and Social Exclusion

- 15.79 As noted in the Scoping Report, Test Valley is not a deprived area as a whole but does include pockets of deprivation, including parts of Andover. There are no specific proposals within the Local Plan that seek to address the areas of deprivation. In relation to areas of deprivation towards the east of Andover, development that is underway at East Anton (Augusta Park) and the proposals for additional employment land at Walworth Business Park (to support a wider regeneration strategy) may have a positive impact in the medium to long term; however the significance of this is uncertain.

- 15.80 A range of other strategies and programmes (such as the Turnaround Project¹⁸³) are in place to try and reduce pockets of deprivation within the Borough which potentially are more likely to have a significant effect on this matter.

Effects on the Local Economy

- 15.81 The current financial situation is impacting on the economy of the Borough. There is uncertainty about the timescales over which there will be changes to the national trends, which impacts on the certainty of changes to the local economy. There has been some consideration of this matter through the evidence base studies that have informed the preparation of the plan.
- 15.82 As noted in Chapter 5, unemployment levels in the Borough are generally relatively low in comparison to the south east region and the figure for Great Britain. It is predicted that this will be retained over the plan period when taking account of the proposed residential and employment proposals and the potential for non-allocated development to come forward, however there is a low level of confidence in this, particularly when accounting for external factors. There are likely to be short to medium term variations in the levels of

¹⁸³ For more information see <http://www.tvcs.org.uk/Turnaround.html>.

employment, accounting for a range of factors including the timing of sites coming forward.

- 15.83 Recent trends have shown that on balance, more people commute out rather than commute in to Test Valley for work, with high flows across administrative boundaries – this reflects the high level of economic inter-dependencies with neighbouring areas (such as Southampton and Winchester)¹⁸⁴. These trends may well continue.
- 15.84 In order to support the local economy of the Borough there is a need for immigration of labour as a result of the trend towards an ageing population. Without this, the economy of the Borough could decline. As has been noted in Chapter 8, the housing figure that is proposed within the Revised Local Plan is based on an economic led scenario, based on the latest job growth forecasts.
- 15.85 One of the sustainability issues identified in the Scoping Report was the need to rejuvenate Walworth Business Park in Andover. The proposal for additional employment land to the east of Walworth should support a wider strategy for the regeneration of this site (including the partnership with Kier). Without the regeneration of Walworth Business Park, there is a risk of a decline of the Andover economy in the medium to long term with the town potentially being seen as a less desirable location for businesses to locate. The specific impacts of the Revised Local Plan are difficult to identify individually as they are likely to have a positive impact in combination with other programmes and projects.
- 15.86 The provision of additional retail floorspace in Andover is predicted to enhance the role of the town in comparison to its existing status. Without improving the retail offer of the town there is the risk of further decline relative to nearby towns, such as Basingstoke. This would also potentially result in an increase in traffic generation and possibly an adverse impact on leisure and cultural facilities in Andover centre. It will be important that the impact on the historic environment is taken into account in bringing this strategic site forward.
- 15.87 The implications of not making allocations for retail provision within Romsey town centre are less clear. There is a risk that if the centre does not provide a sufficient retail offer, visitors may be attracted to other centres in the vicinity. However, the draws of Romsey are different to those in Andover, for example with the centre being used as a meeting place, etc which may reduce such risks. This may be something that would need to be kept under review.
- 15.88 Changes in the local economy within Test Valley are likely to affect the surrounding area, particularly within the Local Enterprise Partnership areas which cover the Borough (Solent and Enterprise M3). Additional economic development within Southern Test Valley forms part of a wider strategy to support growth in the South Hampshire economy in the medium to long term.

¹⁸⁴ Test Valley Local Housing Requirements, Nathaniel Litchfield and Partners, 2011.

Effects on Education and Lifelong Learning

15.89 The Revised Local Plan does not include any specific proposals in relation to education and lifelong learning. However, broader policies on ensuring that sufficient infrastructure is provided with new development and seeking to improve access to skills training and apprenticeships may have a positive impact when considered in conjunction with other projects outside planning. There are a range of other plans and programmes in place seeking to promote educational performance and access to skills development. On this basis, it is predicted that the educational attainment of the Borough will be at least retained over the plan period. There is not sufficient certainty to predict an improvement in the educational attainment of the Borough.

Effects on Community Safety

15.90 Levels of crime within the Borough were identified as being lower than county and national figures within Chapter 5 of this report. There are no specific proposals within the Local Plan linked to crime prevention; however a specific policy is set out to ensure all development is designed to provide a safe environment and to reduce opportunities for crime. Despite this, there is not sufficient certainty over the overall effect on levels of crime and the fear of crime to give a clear estimation of the effects of the Plan on this matter. There are a range of organisations working in partnership within the Borough on this matter – this is more likely to have a significant effect.

Effects on Health and Wellbeing

15.91 There remains some uncertainty over the long term effects on human health over the plan period when accounting for other relevant plans, policies and programmes. A policy is in place that seeks to ensure that sufficient infrastructure (including for health) is provided in association with new development.

15.92 Additional leisure and recreation provisions are predicted to have an indirect positive effect on health. In comparison to the Borough Local Plan 2006, the public open space standards have been increased to enable the provision of allotments. In addition, the provision of pedestrian and cycle links in association with new development (which should have benefits for existing residents) have the potential to have a positive effect on human health.

15.93 Conversely, any reductions in air quality (most likely to be associated with additional road traffic) may have an adverse effect on human health over the plan period. It is not possible to quantify the overall impact on human health over the plan period and any beneficial impact would be dependent on the use of the provisions made. The same also applies in relation to other forms of pollution, for example associated with noise levels experienced by existing and future residents.

- 15.94 The prospect of additional development and changes to the locality can also have an effect on wellbeing, with the timescales over which this arises varying based on the individuals affected, the location and the nature of the proposals.

Effects on Leisure and Culture

- 15.95 The Revised Local Plan contains policies seeking the provision of additional public open space in conjunction with new development, including proposed residential allocations. This includes a higher standard than for the Borough Local Plan 2006 through the inclusion of allotments. There are also proposals for additional formal recreation provisions in Romsey, to address a current deficit, and a forest park with enhanced public access to large areas of woodland in Southern Test Valley. The combination of these provisions is likely to enhance the access to public open space and green infrastructure within the Borough. These provisions are associated with the larger settlements in the Borough and are less likely to have a significant effect in the more rural areas of Test Valley. The forest park proposal may enhance access to recreational provisions for those in neighbouring authorities, particularly Southampton City and Eastleigh Borough.
- 15.96 The provision of additional facilities may have impacts on the participation in sports and active recreation; however no clear predictions can be made on this matter as there are a range of other factors involved.
- 15.97 There are no specific proposals within the Revised Local Plan linked to cultural provisions. Additional retail provisions in Andover may have an indirect effect on use of cultural facilities in the town centre in the medium to long term. The forecast additional population within the Borough may support leisure and cultural facilities beyond the Borough (e.g. in surrounding towns and cities).

Effects on Transport

- 15.98 As highlighted within the Scoping Report, car ownership within the Borough and use of cars by residents to travel to work are relatively high; this is likely to be in part related to the rural nature and relative affluence of the Borough. Although there are variations within Test Valley. Car use is anticipated to remain high over the plan period. There is also the potential of additional traffic congestion, particularly at peak times on the main transport routes through and beyond the Borough. This has the potential to result in additional risk of air pollution, as referred to above.
- 15.99 Additional development within the Borough may support the viability of bus services, primarily around the larger settlements – however this will depend on the uptake of such services. This is less likely to apply in the rural areas of the Borough which are already experiencing cuts to public transport services.
- 15.100 Additional pedestrian and cycle routes are likely to be provided in conjunction with new development, which also have the potential to support existing residents and people outside the Borough. These could be used for commuting and recreational purposes. Additional mitigation measures may

well come forward through the Hampshire Transport Plan (and associated local area strategies), Town Access Plan SPDs and Test Valley Access Plan SPD.

Summary of the Main Significant Effects of the Revised Local Plan

- 15.101 The magnitude of the effects identified above may vary, including when accounting for development beyond the Borough and other causes of change (beyond development proposals). It is considered that the Revised Local Plan, when considered in combination with other plans and programmes, will not have significant transboundary effects¹⁸⁵.
- 15.102 Over the course of the plan period, the Borough's population is anticipated to increase by approximately 14%, with some areas experiencing higher proportions of growth than others. This also needs to be considered in the context of additional growth in population beyond the Borough boundary. The levels of housing and commercial floorspace proposed should have positive effects on the local economy, including supporting economic growth over the plan period (subject to economic cycles and external factors).
- 15.103 This level of growth is likely to have a localised effect on some of the settlements within the Borough, where the physical environment will be subject to change over the plan period (including through land take). These changes may also have knock on effects, for example on habitat networks, particularly when considered in combination with development beyond the Borough and the potential effects of a changing climate.
- 15.104 Additional growth in the number of people within the Borough (residents and work forces) in combination with growth in the surrounding areas (summarised in Figure 2 for neighbouring authorities) is likely to result in a significant increase in the demand for resources, including energy, water and other materials. The increased pressure on the water environment is particularly significant in the locality (although a mitigation measure is proposed for this as referred to below). There is also the potential of significant effects on biodiversity without mitigation (also see the Habitat Regulations Assessment report for more information).

Mitigation Measures

- 15.105 Mitigation measures have been incorporated in the Plan (see Table 39 for more information) and have been identified through the assessment of options for the Plan (in Chapters 8 to 14 and the associated Appendices). A key form of mitigation includes avoiding vulnerable or sensitive locations. For example, the selection of strategic sites has taken account of biodiversity, heritage assets, landscape and settlement character and accessibility.

¹⁸⁵ In this case taken to be effects to other countries.

- 15.106 The Revised Local Plan includes a number of policies that relate to specific matters all of which will need to be taken into account when determining applications. Therefore the plan will need to be considered as a whole.
- 15.107 As noted above, the development of greenfield land will result in an adverse impact on soil resources. One of the functions soil supports is the infiltration of rainwater and surface water, at the same time it can provide water filtration. As a result, it would be recommended that sustainable drainage systems are considered to support the management of surface water and rainfall. When implemented, requirements of the Flood and Water Management Act 2010 will require the provision of sustainable drainage systems to help manage surface water and rainfall, which will need to accord with national standards – reference to this forthcoming requirement is proposed within the Revised Local Plan.
- 15.108 More detailed consideration of biodiversity value within sites should be taken into account as sites come forward. Ideally there should be no net loss of biodiversity and where possible a gain. As noted above, the possible cumulative effects on habitat networks and corridors will also need to be taken into account for all applications, in line with the requirements of the proposed biodiversity policy.
- 15.109 It will be essential for sufficient infrastructure to be provided to support new development. In particular, it may be necessary to phase development to align with infrastructure availability, such as waste water treatment capacity in and around Andover.
- 15.110 It has been recommended that public open space provisions should be made in conjunction with new residential development, with the extra provision within Romsey for outdoor sports facilities given an existing deficit. A Forest Park is also proposed in Southern Test Valley to support the enhancement of the green infrastructure network across south Hampshire.
- 15.111 Affordable housing should be provided in line with the standards laid out within the Plan to help provide for those in housing need within the Borough. A policy has been proposed that aims to ensure that sufficient infrastructure is provided in association with development, whether or not it is allocated within the Revised Local Plan. An additional policy has been included seeking to promote water efficiency in new buildings.
- 15.112 Table 39 provides a summary of the mitigation measures that have been highlighted (either in general or in relation to specific proposals) and how they have been incorporated into the Revised Local Plan DPD.
- 15.113 In many cases, while policies are included to flag up issues that need to be taken into account, individual mitigation packages will need to be developed as part of planning applications and may be included within Environmental Statements (where required through Environmental Impact Assessment requirements).

15.114 It is acknowledged that there will remain some residual impacts on the environment, which will not be mitigated. This includes the permanent loss of some agricultural land and the development of greenfield sites.

Test Valley Borough Council

Table 39: How Mitigation Measures Have Been Incorporated into the Revised Local Plan DPD

What is mitigation for? What is the impact of the policies?	Mitigation measures	How have the proposed mitigation measures been taken into account?
General Matters		
Additional development resulting in increased number of trips with the potential for effects on air quality	<p>Promotion of access to sustainable modes of travel (including pedestrian and cycle links).</p> <p>Consideration given to identifying sites to meet housing need in accessible locations (including in terms of access to key destinations)</p>	<ul style="list-style-type: none"> - Policy on managing movement included which covers access to public transport, pedestrian and cycle links (policy T1) - References in policies for residential allocations to include provisions for pedestrian and cycle routes (policies COM3 to COM6a)
Ensuring that an appropriate level of affordable housing is provided to support those in housing need	<p>Taken account of the need for affordable housing as part of the consideration of housing numbers for the plan period</p> <p>Seek the provision of or contribution towards affordable housing where there is a net gain in dwellings, incorporating a stepped approach to maximise provision (subject to viability)</p> <p>Provide a framework for considering rural affordable housing schemes</p>	<ul style="list-style-type: none"> - Policy COM7 provides a framework for seeking affordable housing using a stepped approach in terms of the number of dwellings and the proportion affordable that should be sought - Policy COM8 sets the approach to rural affordable housing schemes
Ensuring that additional development does not have an adverse effect as a result of insufficient infrastructure capacity (covering utilities, community facilities and services, etc)	<p>Ensure that an overarching policy is provided that sets out that sufficient infrastructure capacity will need to be available to support additional development</p> <p>Provide additional public open space to support new residential development</p>	<ul style="list-style-type: none"> - Policy COM15 sets out that appropriate investment in infrastructure needs to be secured - Policy LHW1 requires the provision of additional public open space and the retention of existing provisions - Policy COM14 seeks to retain community facilities and services (including local shops,

What is mitigation for? What is the impact of the policies?	Mitigation measures	How have the proposed mitigation measures been taken into account?
	<p>Seek to retain existing facilities and services which support communities</p> <p>Highlight key infrastructure requirements associated with proposed residential development</p>	<p>pubs, cultural and community facilities)</p> <ul style="list-style-type: none"> - Policies COM3 to COM6a identify the need for additional education and community provisions in association with proposed residential allocations
<p>Additional development is likely to increase demand for water resources, which are already under stress – mitigation should be provided to reduce this pressure</p>	<p>Seek a higher level of water efficiency from new development (residential and non-residential) using recognised standards (Code for Sustainable Homes and BREEAM) to reduce the increase in consumption associated with new development</p>	<ul style="list-style-type: none"> - Policy E7 includes a requirement to achieve certain credits for the Code for Sustainable Homes and BREEAM in relation to water for new development
<p>Seek to avoid an increase in the risk of flooding (including through surface water flooding) as a result of additional development</p>	<p>Seek to avoid areas identified at risk of flooding, including through site selection</p> <p>Promote the use of sustainable drainage systems with new development to avoid a risk of increasing flood risk (either on site or off site)</p>	<ul style="list-style-type: none"> - The NPPF and associated guidance set out the approach to flood risk, therefore the Council has considered it is not necessary to duplicate this within the Revised Local Plan - Through the Flood and Water Management Act 2010 there will be requirements to make use of sustainable drainage systems, therefore it is not necessary to duplicate this within the Revised Local Plan - In both cases it a reference to these requirements has been provided in the supporting text to policy E7
<p>Additional development has the potential to affect landscape and settlement character, with the potential for a decline in the quality of the landscape (including</p>	<p>Take account of potential impact on settlement character and landscape character and quality as part of the identification of allocations</p>	<ul style="list-style-type: none"> - Policies E1 to E4 relate to settlement character and the landscape character to ensure new developments integrate into the surrounding area, they also seek to retain the distinction of settlements through the use

What is mitigation for? What is the impact of the policies?	Mitigation measures	How have the proposed mitigation measures been taken into account?
designated areas)	Provide a framework for considering applications for additional development to ensure schemes are sensitive to the landscape and settlement character	of local gaps.
Additional development has the potential to affect biodiversity	<p>Take account of potential impact on biodiversity as part of the identification of allocations</p> <p>Provide a framework for considering applications to ensure schemes are designed to conserve and enhance biodiversity</p>	<ul style="list-style-type: none"> - Policy E5 establishes policy requirements seeking to conserve and enhance biodiversity, identifying key assets that should be taken into account
Additional development has the potential to affect the historic environment	<p>Take account of potential impact on the historic environment as part of the identification of allocations</p> <p>Provide a framework for considering applications to ensure schemes are designed to be sensitive to the historic environment, including seeking to conserve and enhance heritage assets</p>	<ul style="list-style-type: none"> - Policy E9 establishes a framework for considering the approach to the historic environment in relation to applications
Area / Site Specific Mitigation (this has not duplicated matters referred to above unless there is a site specific matter that has been highlighted as part of the appraisal)		
Ensuring that additional development in Andover and surrounding villages does not exceed the available capacity for Fullerton WWTW and potentially have an adverse effect on the	It will be important to ensure that development is phased to take account of available capacity at this works, this will require the Council to work with the Environment Agency and Southern Water	<ul style="list-style-type: none"> - Policy E7 sets out that development will be approved if it does not result in the deterioration of water quality - The supporting text to E7 highlights the need to ensure delivery of development is phased to account for constraints in capacity,

What is mitigation for? What is the impact of the policies?	Mitigation measures	How have the proposed mitigation measures been taken into account?
water environment		highlighting Fullerton WWTW, and noting the need for joint working on this matter
Development at George Yard / Black Swan Yard, Andover (LE14) has the potential to adversely affect the historic environment ; the proposal would involve development on public car parks which may result in the loss of parking provision for the town	<p>Ensure that any development is planned in a way that is sensitive to the historic environment, taking account of heritage assets and their setting</p> <p>Ensure that there is appropriate provision for parking (which is likely to include the re-provision of existing parking)</p>	<ul style="list-style-type: none"> - Policy E9 sets out requirements in relation to heritage assets, with the supporting text to policy LE14 also noting the need to respect the Conservation Area and the relationship with other heritage assets - Policy T2 sets out the parking standards that would be required to support development (including this proposal)
Development at Picket Piece, Andover (COM6) has the potential to involve development within a flood risk zone and the loss of assets of biodiversity value	<p>The identified areas of flood risk should be avoided in terms of vulnerable uses</p> <p>The features of biodiversity value should be conserved and where possible enhanced</p>	<ul style="list-style-type: none"> - Supporting text to E7 and COM6 refer to the considerations in relation to flood risk, the latter specifically refers to locate vulnerable development outside the areas at risk - Policy E5 relates to the conservation and enhancement of biodiversity, including hedgerows and protected species
Development as an extension to Picket Twenty, Andover (COM6a) has the potential to have adverse effects on biodiversity (including on Harewood Forest) and to affect the landscape quality and setting of Andover	<p>Ensure that areas of biodiversity value, including those adjacent to the site are conserved</p> <p>Ensure that the development is planned so as to be sensitive to the landscape quality and setting of Andover</p>	<ul style="list-style-type: none"> - Policy COM6a seeks to extend a buffer to Harewood Forest that has been provided as part of the existing Picket Twenty development - Policy E5 relates to the conservation and enhancement of biodiversity - Supporting text to COM6a highlights the need for development to minimise visual impacts of the development, policies E1 and E2 would also be relevant
Development at Whitenap, Romsey (COM3) has the potential to result in adverse effects on	Ensure that areas of biodiversity value, including Beggarspath Wood, are conserved and where possible enhanced	<ul style="list-style-type: none"> - Policy E5 relates to the conservation and enhancement of biodiversity, including SINC

What is mitigation for? What is the impact of the policies?	Mitigation measures	How have the proposed mitigation measures been taken into account?
biodiversity (including Beggarspath Wood and international designations) and buildings of local historic interest that fall within the site, there is a risk of a potential effect on the Broadlands Historic Park and Garden and the wider setting of Romsey	<p>Make provision for appropriate mitigation for effects on international nature conservation designations (covered in more detail in Habitat Regulations Assessment)</p> <p>Seek to ensure development is planned in a way that is sensitive to the historic environment</p>	<ul style="list-style-type: none"> - Policy COM3 includes a requirement to retain and enhance Beggarspath Wood and to provide mitigation measures - Policy E9 sets out requirements in relation to heritage assets – this covers non-designated assets and historic parks and gardens
Development at Hoe Lane, North Baddesley (COM4) has the potential to result in the loss of public open space (Mountbatten Park) and a community facility (Scout Hut), it also has the potential to contribute to an in-combination effect on international nature conservation designations	<p>The public open space and community facility within the site boundary should be retained</p> <p>Make provision for appropriate mitigation for effects on international nature conservation designations (covered in more detail in Habitat Regulations Assessment)</p>	<ul style="list-style-type: none"> - The map (B) associated with this proposal does not indicate any residential development in the location of the public open space and community facility - As noted above, policy LHW1 requires the retention of existing public open space provisions and policy COM14 seeks to retain community facilities - Policy COM4 seeks to secure mitigation measures regarding international nature conservation sites
Development at Park Farm, Stoneham (COM5) has the potential to result in isolated development, with the potential of an adverse effect on biodiversity and heritage assets	<p>This site should come forward as part of the wider site within Eastleigh Borough (land south of Chestnut Avenue)</p> <p>The features of biodiversity value should be conserved and where possible enhanced</p> <p>Ensure that any development is planned in a way that is sensitive to the historic environment, recognise that there are likely</p>	<ul style="list-style-type: none"> - Policy COM5 and the supporting text to the policy identify the need for a comprehensive approach to development and that vehicular access should be through the proposed allocation within Eastleigh Borough - Policy E5 relates to the conservation and enhancement of biodiversity, including SINCS - Policy E9 sets out requirements in relation to heritage assets, including listed buildings

What is mitigation for? What is the impact of the policies?	Mitigation measures	How have the proposed mitigation measures been taken into account?
	to remain adverse impacts on the historic landscape in combination with the wider proposals in terms of the impact on the historic landscape	and their setting
Development at Bargain Farm, Nursling and Rownhams for economic development and park and ride facilities (LE5 and T3) have the potential to have an adverse impact on heritage assets (including a listed building)	Ensure that any development is planned in a way that is sensitive to the historic environment, including the listed building and its setting	<ul style="list-style-type: none"> - Policy E9 sets out requirements in relation to heritage assets, including listed buildings and their setting - Policy LE5 includes a criteria seeking to ensure development respects the setting of the listed building
Development at Ganger Farm, Romsey for formal recreation purposes (LHW2) has the potential to adversely affect biodiversity, including the foraging habitat of barbastelle bats associated with Mottisfont Bats SAC, and adversely affect the setting of the Sir Harold Hillier Gardens and Arboretum (historic park and garden)	<p>Ensure that the site is planned sensitively to ensure features of biodiversity value are conserved and where possible enhanced, in particular this includes the need for further consideration of whether the site is used by barbastelle bats (reference Mottisfont Bats SAC) and the potential impact of any floodlighting (see HRA for more detail)</p> <p>Ensure that any development is planned in a way that is sensitive to the historic environment, including the setting of the Sir Harold Hillier Gardens and Arboretum</p>	<ul style="list-style-type: none"> - Policy E5 relates to the conservation and enhancement of biodiversity, including international designations - The supporting text to policy LHW2 highlights the need to take account of the potential implications including on Mottisfont Bats and the Arboretum, including in relation to potential floodlighting - Policy E9 sets out requirements in relation to heritage assets - Policy LHW2 highlights the need to protect the setting of the Sir Harold Hillier Gardens and Arboretum

16 Monitoring the Significant Effects of the Plan

What the SEA Directive says:

“Member States shall monitor the significant environmental effects of the implementation of plans and programmes in order, *inter alia*, to identify at an early stage unforeseen adverse effects, and to be able to undertake appropriate remedial action” (Article 10.1).

The Environmental Report shall include “a description of the measures envisaged concerning monitoring” (Annex I (i)).

- 16.1 Monitoring of the Revised Local Plan, as part of the Local Development Framework, allows the actual significant effects of implementation to be tested against those predicted as part of the sustainability appraisal process and can aid in the future identification of sustainability problems and issues. It also enables more accurate predictions of likely effects. Monitoring can also be used to inform the baseline information for future plans. The proposal of a monitoring framework represents Task B6 of the appraisal process.
- 16.2 Table 40 sets out the proposed strategy to monitor the implementation of the Revised Local Plan DPD. It also identifies which key bodies will be the source or provider of the monitoring information.
- 16.3 It is recognised that the information available for monitoring does not always align easily with the items identified as potentially being significantly affected by the plan. Therefore, where available proxies, or alternative indicators have been identified.
- 16.4 The indicators will be reported in monitoring reports produced on an annual basis; this will be through the Authority Monitoring Report. If some of the indicators are not available annually they will be updated as regularly as possible. The list of indicators for monitoring will be reviewed regularly with the potential for indicators and targets to be added or amended as appropriate to help measure the effects of the Revised Local Plan. Any changes will be reported and explained through the monitoring report.

Table 40: Proposed Measures to Monitor Significant Effects of Implementing the Revised Local Plan DPD

Local Plan Chapter	Key Local Plan Objectives ¹⁸⁶	Sustainability Objectives ¹⁸⁷	Indicator or Measure	Target / Direction	Key Monitoring Bodies
Local Communities	1,2,3,5,7,10, 11,12,13,14	1,5,10,11,13, 14	Net additional dwellings completed (for whole Borough, Northern Test Valley and Southern Test Valley)	Support the delivery of the housing figure	HCC
			Net additional dwellings permitted (for whole Borough, Northern Test Valley and Southern Test Valley)	Support the delivery of the housing figure	TVBC
			Housing trajectory for Northern Test Valley and Southern Test Valley	No specific target	TVBC
			Rates of windfall development	No specific target	TVBC
			Affordable housing completions	Deliver 798 affordable homes by 2015 (including 58 rural affordable homes), with approximately 200 affordable homes per year. Currently no longer term targets available.	TVBC

¹⁸⁶ See Chapter 6 of this report for the Local Plan DPD objectives.

¹⁸⁷ See Chapter 5 of this report for the sustainability objectives (also see the Sustainability Appraisal Scoping Report).

Local Plan Chapter	Key Local Plan Objectives ¹⁸⁶	Sustainability Objectives ¹⁸⁷	Indicator or Measure	Target / Direction	Key Monitoring Bodies
			Affordable housing permitted in line with policy standards	In line with policy requirements	TVBC
			Local authority housing waiting list	No specific target, aim to maintain or reduce	TVBC
			Net additional gypsy, traveller and travelling showpeople sites	No specific target at present	TVBC
			Population size	No specific target	HCC, ONS
			Index of Multiple Deprivation performance (not published every year)	No specific target, aim to reduce relative deprivation	CLG
			Changes in number / range of facilities	No specific target	TVBC
Local Economy	1,2,3,4,10,12,14	1,11,12,13,14,15	Unemployment levels in Test Valley	Retain or reduce	ONS
			Net employment floorspace completions	No specific target	HCC
			Losses of employment floorspace	No specific target, seek to reduce losses	HCC
			Available employment land within Test Valley	Increase over plan period	HCC
			Completed office and retail floorspace	No specific target	HCC
			Percentage of non-retail uses and vacancy rates	Targets within policy for percentage non-	TVBC

Local Plan Chapter	Key Local Plan Objectives ¹⁸⁶	Sustainability Objectives ¹⁸⁷	Indicator or Measure	Target / Direction	Key Monitoring Bodies
			in the primary shopping areas for Romsey and Andover	retail uses	
Environment	3,5,6,7,8,9, 12	1,2,3,4,5,6,7,8,9, 10,14	Extent of BAP priority in Test Valley	Retain or enhance	HBIC
			Area of nature conservation designations within Test Valley	Retain or increase	HBIC
			Condition of SSSIs and SINC's within Test Valley	Maintain or improve	HBIC, NE
			Water resource availability through Catchment Abstraction Management Strategy	No decline in water availability	EA
			Water consumption per person	No increase, ideally decrease amount of water used per person	EA, Southern Water
			Planning permissions granted contrary to the advice of the Environment Agency regarding water quality or flooding	Keep to a minimum	EA
			Residual household waste per household	Seek to reduce	TVBC
			Percentage of household waste reused, recycled	Increase proportion reused, recycled or	TVBC

Local Plan Chapter	Key Local Plan Objectives ¹⁸⁶	Sustainability Objectives ¹⁸⁷	Indicator or Measure	Target / Direction	Key Monitoring Bodies
			or composted	composted	
			Renewable energy applications permitted and capacity provided	No specific target, support increases in renewable energy supply	TVBC
			Number of renewable and low carbon energy installations	Increase the proportion of energy supplied from renewable and low carbon sources (approximately indicated through number of installations)	TVBC, OFGEM
			Carbon dioxide emissions of the Borough per capita [reported by DECC approximately 18 months delayed]	Reduce emissions to support targets in the Climate Change Act	TVBC
			Number of air quality management areas	Maintain at none	TVBC
			Proportion of new dwellings built on previously developed land	Maintain or increase [however note a significant amount of greenfield development is proposed over the plan period]	HCC, TVBC

Local Plan Chapter	Key Local Plan Objectives ¹⁸⁶	Sustainability Objectives ¹⁸⁷	Indicator or Measure	Target / Direction	Key Monitoring Bodies
			Density of new residential developments	Promote efficient use of land to a level that respects the local character	HCC
			Number of heritage assets on the 'at risk register'	Reduce	TVBC, English Heritage
Leisure, Health and Wellbeing	3,8,10,11,12	1,7,10,11,13, 14	Completed leisure floorspace	No specific target	HCC
			Percentage of eligible open spaces managed to Green Flag Award standard	Maintain or increase	TVBC
			Amount of public open space available within the Borough [not monitored annually – reported in the Public Open Space Audit]	Maintain or increase	TVBC
			Life expectancy	No specific target	ONS
Transport	3,6,8,12	13,14	Number of Travel Plans for new development likely to have a significant traffic generating impact	No specific target	TVBC
			Actions completed within Town Access Plans and Test Valley Access Plan	No specific target	TVBC

Local Plan Chapter	Key Local Plan Objectives ¹⁸⁶	Sustainability Objectives ¹⁸⁷	Indicator or Measure	Target / Direction	Key Monitoring Bodies
Community Safety	3,13	11	Crime levels per 1,000 population	Maintain or decrease	ONS
Education and Learning	3,14	14,15	Percentage of population with higher level qualifications	Maintain or increase	ONS
			Percentage of population with no qualifications	Maintain or reduce	ONS
			Number undertaking skills training / apprenticeships as a result of contributions secured through policy ST1	No specific target	TVBC

Test Valley Borough Council

17 Conclusions

- 17.1 This Sustainability Appraisal report has been prepared to meet the requirements of the Planning and Compulsory Purchase Act 2004 (as amended) and the SEA Regulations (and Directive). The report sets out how sustainability issues have been considered and used to help inform the production of the Council's Revised Local Plan DPD.
- 17.2 The sustainability objectives set out in the Scoping Report (June 2011), also identified in Chapter 4 of this report, have been used as a basis for appraising options and the effects of the proposals that the Council has identified.
- 17.3 Sustainability issues relevant to the Revised Local Plan have been identified and the Plan objectives have been tested to demonstrate their compatibility with the sustainability objectives. While some areas of potential conflict were identified, this was to be expected.
- 17.4 For a number of the policy areas identified, there were no reasonable alternatives available that were sufficiently distinct to enable testing against the sustainability objectives, particularly when accounting for national guidance and evidence base studies.
- 17.5 Options for the scale and location of development within the Borough have been tested against the sustainability appraisal framework (or criteria based on this framework) and the outputs have been used to help inform the Council's decisions in preparing the Revised Local Plan DPD. Following on from this, there has been prediction and evaluation of the likely effects of the Plan.
- 17.6 The Sustainability Appraisal process has been drawn on throughout the production of the Revised Local Plan. The consideration of options and potential effects has enabled the identification of mitigation measures which have been included within the Revised Local Plan, which should also be considered in the determination of planning applications. The importance of ensuring appropriate infrastructure is available to support new development and future occupiers has been highlighted.
- 17.7 A monitoring framework has been proposed to help measure the implementation of the Plan.
- 17.8 This report has been published for consultation alongside the Revised Local Plan DPD.

18 List of Abbreviations

AONB	Area of Outstanding Natural Beauty
AQMA	Air Quality Management Area
BAP	Biodiversity Action Plan
BAS	Broad Area of Search
BOA	Biodiversity Opportunity Area
CA	Conservation Area
CAMS	Catchment Abstraction Management Strategy
CLG	Communities and Local Government
DPD	Development Plan Document
EA	Environment Agency
FRZ	Flood Risk Zone
GWSPZ	Groundwater Source Protection Zone
HBIC	Hampshire Biodiversity Information Centre
HCC	Hampshire County Council
HRA	Habitat Regulations Assessment
LB	Listed Building
LDF	Local Development Framework
LDS	Local Development Scheme
LEP	Local Enterprise Partnership
LTES	Long Term Economic Strategy
MAFF	Ministry of Agriculture, Fisheries and Food
NE	Natural England
NPPF	National Planning Policy Framework
NPPG	National Planning Practice Guidance
OFGEM	Office of the Gas and Electricity Markets
ONS	Office for National Statistics
PUSH	Partnership for Urban South Hampshire
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SAM	Scheduled Ancient Monument
SEA	Strategic Environmental Assessment
SFRA	Strategic Flood Risk Assessment
SHLAA	Strategic Housing Land Availability Assessment
SHMA	Strategic Housing Market Assessment
SINC	Site of Importance for Nature Conservation
SPA	Special Protection Area
SSSI	Site of Special Scientific Interest
TVBC	Test Valley Borough Council
WWTW	Waste Water Treatment Works