

Test Valley Borough Sustainability Appraisal Scoping Report Summary

2020



Introduction

1. This document is a summary of the Scoping Report, which is the first part of the sustainability appraisal process (explained below). The Scoping Report gathers information on a range of themes to identify key issues and objectives that can be used as a basis for assessing future plans and policies in terms of their sustainability. This is intended to mainly be used for certain planning policy documents, but may also be used in relation to other Council strategies.¹

Why carry out Sustainability Appraisal?

2. Legislation² currently requires local authorities to undertake an appraisal of the sustainability (or sustainability appraisal) of certain planning policy documents, called Development Plan Documents (abbreviated to DPDs).
3. Sustainability appraisals are also used to satisfy the requirements of additional legislation that applies more widely than planning, namely the Environmental Assessment of Plans and Programmes Regulations 2004 (sometimes known as the SEA³ Regulations). Through this legislation, certain plans, policies and programmes need to be assessed for any significant effects on the environment.
4. National guidance is available to inform the production of sustainability appraisals. This guidance identifies 5 key stages of the process that are summarised below.

Table 1: Stages of the sustainability appraisal process⁴

| Stage | Brief Description |
|-------|---|
| A | Setting the context and objectives, establishing the baseline and deciding on the scope |
| B | Developing and refining alternatives and assessing effects |
| C | Prepare the sustainability appraisal report |
| D | Seek representations on the sustainability appraisal report from consultation bodies and the public |
| E | Post adoption reporting and monitoring |

What is the Scoping Report?

5. A Scoping Report is one way of completing Stage A of the sustainability appraisal process (as set out in Table 1). In this case, a Scoping Report has been prepared to cover all emerging planning policy documents that need to

¹ The trigger for using these objectives would be if a plan / strategy / project needs to be assessed in terms of its environmental effects through the Environmental Assessment of Plans and Programmes Regulation 2004.

² Planning and Compulsory Purchase Act 2004.

³ SEA is an abbreviation of 'Strategic Environmental Assessment'.

⁴ Based on the Planning Practice Guidance flowchart of the sustainability appraisal process (https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/580027/sea1_013.pdf)

be assessed through the above mentioned legislation, as well as any other Council strategies that may need to be assessed. However, there may be some plans that are more specialist or focused (e.g. on a specific topic or geographical area) where a view might be taken to prepare a separate Scoping Report.

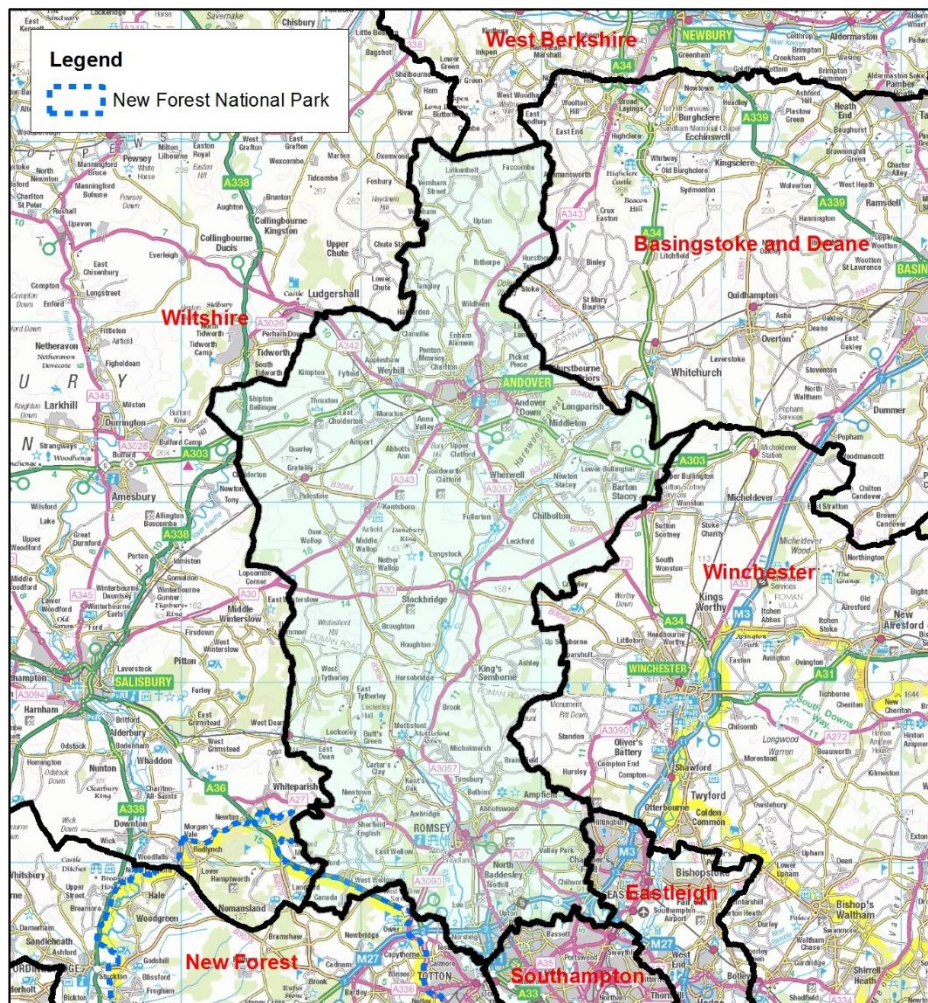
6. The Scoping Report collates background information on a range of themes (including social, environmental and economic matters), identifies key issues linked to these themes and then develops a list of objectives which are used to assess the sustainability of plans and policies.
7. The Scoping Report includes the following information:
 - A review of other plans and policies which are considered to be relevant (found in sections 5 to 16 and Appendix 2 of the Scoping Report)
 - Background information on the Borough, looking at the current / recent circumstances and how it is likely to change (found in sections 4 to 16 of the Scoping Report)
 - Sustainability issues arising from the background information and relevant plans and policies (found in sections 5 to 16, and summarised in section 18, of the Scoping Report)
 - A sustainability appraisal framework, which includes the sustainability objectives (found in section 19 of the Scoping Report)
8. This document provides a summary of the information contained within the main report and associated appendices. Within the main report, the information is grouped into themes, whilst in this summary the information is presented by the different tasks making up the scoping process.⁵


Borough of Test Valley

9. The Borough of Test Valley is located within west Hampshire. The main towns are Andover, towards the north, and Romsey, toward the south and Stockbridge which is located near the centre of the Borough. There are a number of other villages and hamlets across Test Valley. There are also a number of towns and cities nearby, including Southampton to the south; Basingstoke, Eastleigh, Chandler's Ford and Winchester to the east; and Salisbury to the west of the Borough. The location and extent of the Borough is shown in Figure 1.
10. Following the designation of the New Forest National Park, the National Park Authority has taken responsibility for planning functions (as at the 1 April 2006) for the area within Test Valley that falls within the national park boundary – this is the area to the south of the A36 in the south west of the Borough.

⁵ The task number is shown in square brackets in headings, this reflects the tasks identified in the Planning Practice Guidance flowchart, referred to in footnote 4.

Figure 1: Location of Test Valley (showing adjoining local authorities)



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Identifying other relevant plans, policies and programmes [Task A1]

11. A review of relevant plans, policies and programmes is provided within the main report and associated appendices. In general, the international and national documents provide legal requirements and contextual information. The documents providing the most direct influence (other than legal requirements) are national policy and documents produced at more local scales. There were some difficulties in identifying the most up to date documents. In addition, as the Scoping Report may be used in relation to a variety of plans / strategies prepared by the Council, it is more challenging to identify those other plans, policies and programmes that are relevant.
12. A summary of some of the key messages is provided below, this is based around the section headings used in the main report (for sections 5 to 16). Further details are provided within the main report and Appendix 2.

Table 2: Summary of key documents

| Key Messages | Sources |
|--|---|
| Air Quality | |
| <ul style="list-style-type: none"> • Poor air quality can have negative impacts on health and the environment, as well as having economic implications. • There are national objectives on air quality, with some more localised action plans where issues have been identified. | A Green Future; Clean Air Strategy; UK plan for tackling roadside nitrogen dioxide concentrations; National Planning Policy Framework (NPPF); Air Quality Plans; Air Quality Status Report. |
| Biodiversity and Geodiversity | |
| <ul style="list-style-type: none"> • Legal obligations to protect certain designated species and habitats, as well as a duty to have regard to the purpose of conservation of biological diversity. • Follow the mitigation hierarchy (avoid, then mitigation and only as a last resort compensate). • Provide net gains for biodiversity, including through ecological networks to retain connectivity. | A Green Future; Biodiversity 2020; NPPF; Biodiversity Action Plans; designation citations; Green Infrastructure Strategies. |
| Climate Change | |
| <ul style="list-style-type: none"> • The climate is forecast to get warmer and wetter in winter and warmer and drier in summers, with increased risk of extreme weather events. • International aim to keep global temperature rise this century well below 2°C above pre-industrial levels, pursuing efforts to limit it to 1.5°C. • Action is needed in a range of fields to reduce emissions, improve resilience and allow adaptation. | Paris Agreement; A Green Future; Clean Growth Strategy; NPPF; Climate Change Risk Register; National Adaptation Programme; Climate Emergency Action Plan. |
| Communities and Wellbeing | |
| <ul style="list-style-type: none"> • Seek opportunities for individuals to look after their own health and wellbeing and take action early. • Reduce health inequalities and promote a holistic approach to healthy lifestyles. • Places should be designed to be accessible and safe to reduce the | NPPF; Sporting Future; Public Health England Strategy; Towards an Active Nation Strategy; Noise Policy Statement for England; Hampshire's Joint Strategic Needs Assessment; Public Health Strategy; TVBC Corporate Plan; Andover Vision; Romsey Future Strategy; Parish Plans; Green Infrastructure |

| Key Messages | Sources |
|---|---|
| <p>risk that crime / fear of crime undermine community cohesion.</p> <ul style="list-style-type: none"> Consider social, recreational and cultural facilities and services that meet community needs. | <p>Strategies; Playing Pitch Strategy; Sport Facilities Strategy..</p> |
| Economy and Employment | |
| <ul style="list-style-type: none"> Need to support clean growth (that delivers economic growth whilst reducing carbon emissions). Seek to support the viability and vitality of town centres. Promote the development of skills and innovation. Appropriate infrastructure (including digital) needs to be available to support growth. Education systems should support lifelong learning and skills development. | <p>NPPF; Industrial Strategy; Clean Growth Strategy; LEP plans / strategies; Economic Development Strategy; School Places Plan.</p> |
| Historic Environment | |
| <ul style="list-style-type: none"> It is important to conserve and enhance both designated and non-designated heritage assets and their setting, incorporating statutorily protected heritage assets (such as listed buildings). In order to successfully manage change it is important to understand the significance of assets. | <p>NPPF; Conservation Area Character Appraisals; Listed Building entries and descriptions; Hampshire Historic Environment Record; Heritage at Risk Registers; Village and Town Design Statements; Scheduled Ancient Monument records; Historic Park and Garden Registers; Landscape & Townscape Assessments; Historic England Advice Notes.</p> |
| Homes and Accommodation | |
| <ul style="list-style-type: none"> Should plan for housing need including market and affordable housing, along with needs of different groups within the community. Ensure new homes in a quality environment in which to live. Local priorities for housing include enabling delivery of homes that people can afford, meeting needs within the community and meeting the challenge of an ageing population. | <p>NPPF; Planning Policy for Traveller Sites; TVBC Corporate Plan, TVBC Housing Strategy and Preventing Homelessness & Rough Sleeping Strategy.</p> |

| Key Messages | Sources |
|---|---|
| Land and Soil | |
| <ul style="list-style-type: none"> • Soil is a natural resource that provides a range of services, and needs to be managed sustainably. • Risks to soil health including as a result of pollution should be avoided. • Effective use of land should be encouraged, including through the use of previously developed land. | NPPF; Safeguarding our Soils Strategy; A Green Future; Minerals and Waste Plan; Contaminated Land Strategy. |
| Landscape, Townscape and Character | |
| <ul style="list-style-type: none"> • Legal duties in relation to the National Park and Area of Outstanding Natural Beauty (AONB). • Need to have regard to the local landscape, townscape and settlement character. | NPPF; A Green Future; New Forest National Park Management Plan; North Wessex Downs AONB Management Plan; Landscape Character Assessments; Village and Town Design Statements |
| Population and Demographics | |
| <ul style="list-style-type: none"> • Take account of current and future demographic trends in assessing housing need • Have regard to the ageing population • Be mindful of specific needs for different groups within the community. | NPPF; Planning Policy for Traveller Sites; TVBC Corporate Plan; TVBC Housing Strategy |
| Travel and Transport | |
| <ul style="list-style-type: none"> • Aim to increase accessibility, reduce the need to travel and support more sustainable modes of travel. • Need to move towards cleaner road transport, including zero emissions vehicles. • Promote safer transport network. | NPPF; Clean Growth Strategy; The Road to Zero; Gear Change (Vision for Cycling and Walking); Local Transport Plan; Hampshire Walking & Cycling Strategy; Hampshire Countryside Access Plan; Access Plans and Cycle Strategy |
| Water Resources and Quality | |
| <ul style="list-style-type: none"> • Need to ensure water abstraction takes account of the needs of the environment, as well as the demands of communities, and how both may change in the future. • Obligations through the Water Framework Directive set out certain quality standards for | NPPF; A Green Future; Meeting our Future Water Needs; River Basin Management Plan; Water Resource Management Plans; Marine Plan; Abstraction Licensing Strategy; Flood Risk Management Plans and Strategies; Flood Risk Assessments; Sustainable Drainage Systems Manual. |

| Key Messages | Sources |
|---|---------|
| <p>water bodies, including groundwater.</p> <ul style="list-style-type: none"> • Need to follow the flood risk hierarchy and associated tests (i.e. avoid risk first). | |

Collecting baseline information [Task A2]

13. Baseline data was collected in relation to a range of themes (see sections 4 to 16 of the main report) that cover social, environmental and economic considerations. This section summarises the baseline information collected. Figure 2 provides some statistics referred to in the main report, including on the population size, housing affordability and employment rates. A number of maps are presented in Appendix 3 of the Scoping Report to support this information, with a map summarising some of this information provided as Figure 3 in this document.
14. The basic underlying geology of the Borough is chalk; towards the south of the Borough the chalk layers dip and are buried by deposits of sand, gravel and clay. The soils within the Borough are mixed, as a result the quality of soil within Test Valley also varies.
15. The River Test is the key river system within the Borough, which in conjunction with the geology, has influenced the landscape of Test Valley. A large number of public and private water sources are derived from groundwater resources (particularly linked to the chalk aquifer); with the groundwater also providing the base flow for the River Test. Different parts of the Borough are vulnerable to a variety of sources of flooding (groundwater, tidal, river based, and surface water sources).
16. Air quality within the Borough is generally good (there are no Air Quality Management Areas designated within the Borough), however there are areas of lower air quality in close proximity to the Borough, often associated with busier roads.
17. 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 Park⁶. A Landscape Character Assessment for the Borough has identified twelve landscape character types, whilst also identifying a series of factors that may bring changes to the landscape over time such as climatic factors, built development and land management. The south east of the Borough and Andover are the most urban areas, with the majority of the rest of Test Valley being rural in nature.

⁶ The New Forest National Park Authority has planning responsibilities for the area within the National Park, including the area that falls within Test Valley Borough.

18. Test Valley has a rich built heritage, with just under 2,100 listed buildings, over 30 conservation areas and just fewer than 100 scheduled ancient monuments. There are also many heritage assets which are not subject to any statutory designation.
19. The Borough also has a range of biodiversity assets, including sites designated of international, national and local nature conservation importance as well as species of importance (including some that are protected by legislation). An ecological network has been identified across Hampshire which takes account of these designations, as well as important habitats, and opportunity areas.

Figure 2: Statistics for the Borough (more detail, including sources of information available in the main report)



20. While carbon dioxide emissions per person in Test Valley have generally been falling in recent years, they remain higher than the county, regional and national average.

21. It is challenging to forecast how the environment around us may change in the future, as there are a number of factors that may have different types of implications. A changing climate is anticipated to result in warmer wetter winters, with warmer and drier summers. Continuing development may also put additional pressure on the natural and built environment, particularly if not managed carefully. In this context, there are proposals to introduce requirements for some developments to achieve a net gain in biodiversity.
22. The environment within the Borough also provides opportunities for leisure and recreation. There are a range of leisure and cultural facilities within the Borough, some of which are also tourist attractions. Information collated by Sport England looking at activity levels of individuals suggests that the proportion of people that are active in the Borough is slightly higher than for Hampshire and England.
23. The population of the Borough is over 127,000 people, with this figure forecast to continue to rise (see Figure 2). The increase is not expected to be evenly distributed across the Borough. Forecasts suggest that some parts of the Borough may see a reduction in population size, it is assumed that this would be partly explained by a trend towards smaller household sizes. The age profile of the Borough (i.e. the age of people living within the Borough) is also changing, with a move towards an ageing population.
24. It is estimated that there are over 56,000 homes within the Borough. The adopted Local Plan⁷ for the Borough proposes at least 10,584 additional homes between 2011 and 2029 (equating to an annual average of 588). The price of housing relative to income is higher for Test Valley than the national average. There is a continuing need to provide affordable housing, as part of a wider mix of housing types, in the future. There is also a need to provide for other types of accommodation, including for the Gypsy, Traveller and Travelling Showpeople communities.
25. The proportion of the population in Test Valley that are in employment is higher than the national position but lower than the regional position, with 76.9% of those aged 16 to 64 in employment. The number of jobs available in the Borough is forecast to continue to grow. However, there are a number of uncertainties, particularly at present, for example taking account of the implications of the COVID-19 pandemic (both now and in the longer term).
26. In terms of education and qualifications, Test Valley is broadly performing more positively than the national picture. However, there is variation across the Borough, with parts of Andover performing less well. In some parts of the Borough there may be opportunities to address gaps in skills, which may also support the local economy. This is recognised within the priorities in the Council's Corporate Plan.
27. Health within the Borough is generally good and tends to be above the national averages in a range of measures (including life expectancy). There

⁷ Test Valley Borough Revised Local Plan DPD 2011-2029, Test Valley Borough Council, 2016.

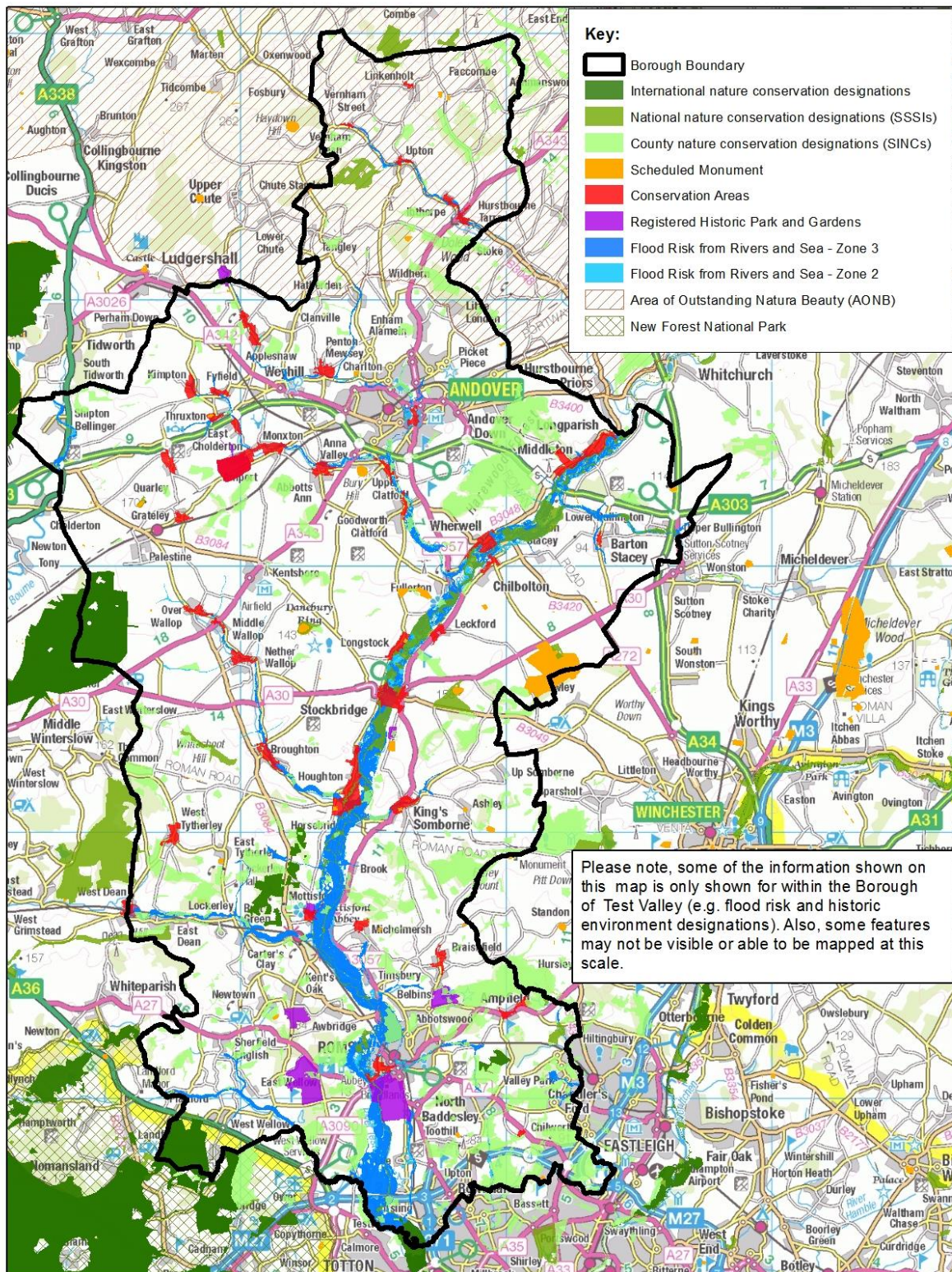
are however variations across the Borough. There are matters that will need further consideration including the gap between life expectancy and healthy life expectancy. The type of health facilities and services to be provided will need to be considered, alongside seeking to promote healthy lifestyle choices.

28. As a whole the Borough is not deprived, ranking in the 20% least deprived areas in the country (based on 2019 assessment). However, there are pockets of deprivation within the Borough, most notably in parts of Andover.
29. Crime rates in the Borough (for total recorded crime) are lower than the position across the Hampshire Police Force area, with the level of recorded crime broadly similar to the previous year. In terms of deprivation assessed in relation to crime, the Borough as a whole generally performs well (i.e. not deprived), however there are variations.
30. Test Valley is crossed by a number of main roads, including the M27 towards the south and the A303 just south of Andover. Car ownership levels in the Borough are relatively high when compared to regional and national averages – however there are variations across the Borough. The majority of residents travel to work by car, which may be partly linked to the rural nature of the Borough.
31. Access to facilities and services across the Borough varies, in part reflecting the mix of urban and rural areas (including relationships with surrounding urban areas). Key facilities within the Borough are generally located in Andover and Romsey. The national government collates data on Indices of Deprivation, part of which relates to ‘geographical barriers’ on physical proximity of local services. Using this measure, over half of the Lower Super Output Areas⁸ within Test Valley are within the 20% most deprived areas for England.
32. A number of communities within the Borough have come together to consider issues affecting them (now and in the future) and try to focus discussion on how to address them moving forward. This includes the Romsey Future and Andover Vision initiatives, as well as Parish Plans. Some communities have prepared / are preparing or are considering whether to prepare a Neighbourhood Plan⁹ – these documents may be accompanied by separate Scoping Reports.

⁸ These are areas used for monitoring purposes (linked to censuses) that include between 1,000 and 3,000 residents.

⁹ Neighbourhood Plans are one of the tools available for community planning – for more information see: <https://testvalley.gov.uk/planning-and-building/planningpolicy/neighbourhood-planning>

Figure 3: Location of some of the environmental designations and areas of flood risk



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Identifying sustainability issues [Task A3]

33. The identification of sustainability issues takes account of information gathered as part of the two previous tasks. A range of sustainability issues have been identified, which have been set out below in Table 3. Further information on suggestions of how these issues could be addressed are provided in section 18 of the main report. There are also likely to be significant implications on a range of themes as a result of the COVID-19 pandemic, including the economy.

Table 3: Sustainability Issues

| |
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| Air Quality |
| <ul style="list-style-type: none"> • While air quality within the Borough is generally good, there are areas nearby that are failing to achieve air quality objectives. • Potential increases in traffic / congestion could affect air quality within and outside of the Borough – this could have knock on effects to biodiversity and human health. |
| Biodiversity and Geodiversity |
| <ul style="list-style-type: none"> • Direct and indirect risks to biodiversity, including through cumulative impacts (e.g. recreational pressures, nutrient inputs) • Some biodiversity assets are in unfavourable condition • There is a need to consider the connectivity of habitats and issues relating to fragmentation |
| Climate Change |
| <ul style="list-style-type: none"> • The climate is forecast to change with a move towards warmer, wetter winters, and warmer, drier summers; along with changes in the frequency of extreme weather events and changes in sea levels. • Changing climate may have implications on the natural and built environment, as well as other factors including health. There is a need to consider both mitigation and adaptation options. • Per person carbon dioxide emissions in the Borough are higher than regional and national averages, with transport being a key source of emissions |
| Communities and Wellbeing |
| <ul style="list-style-type: none"> • There are pockets of deprivation within the Borough, particularly in parts of Andover • Some areas within Andover are within the 20% most deprived in relation to crime • Potential for increased pressure on existing leisure, recreation and cultural facilities. Should they not be adequately available and accessible, may have health and wellbeing effects. • Whilst health in the Borough is generally good, there may be issues around years of ill health, changing health and care needs with an ageing population and lifestyle choices (e.g. levels of obesity) – there are also variations in health. |
| Economy and Employment |
| <ul style="list-style-type: none"> • The trend towards an ageing population may influence the available work force and may result in a need for people to work until an older age and / or need additional in-commuting. |

| |
|--|
| <ul style="list-style-type: none"> • Those living in the Borough earn more (on average) than those working in the Borough. • Recognising the role of the rural economy • Variability in the education / skills levels within the Borough, with higher proportions of the population without qualifications in parts of Andover – there is a legacy of lower skilled employment in the town • Changes in retailing and how we use town centres • Additional development could increase demand for use of resources and the generation of waste (including through construction and operation phases) – this could also put pressure on the environment |
| Historic Environment |
| <ul style="list-style-type: none"> • Some designated heritage assets within the Borough are noted to be at risk (primarily relating to archaeology) • Additional development and other changes, if not planned sensitively, could risk adverse effects on heritage assets, particularly in relation to designated assets and their setting |
| Homes and Accommodation |
| <ul style="list-style-type: none"> • Implications of changes in population and demographics in terms of the type of accommodation needed • Issues of affordability of housing, including the ratio of house prices to wages • Ensuring accommodation needs of different groups within the community are appropriately met |
| Land and Soil |
| <ul style="list-style-type: none"> • Continuing pressure on land resources from additional development, with limited opportunities to use previously developed land • Additional greenfield development could include higher grade (best and most versatile) agricultural land |
| Landscape, Townscape and Character |
| <ul style="list-style-type: none"> • Additional development and other changes, if not planned sensitively, could risk adverse effects on the landscape, townscapes, settlement character and identity. There is a need to manage changes, particularly in relation to designated assets and their setting. |
| Population and Demographics |
| <ul style="list-style-type: none"> • Projected increases in the population size along with reductions in household size may result in a need for proportionately more homes to house the increasing population. • Potential for reduction in population size in some communities along with changes to local demographics, which may have implications on local services, especially in rural communities. • Trends towards an ageing population may affect the type of accommodation needed, as well as implications for the availability of services and their accessibility. |
| Travel and Transport |
| <ul style="list-style-type: none"> • Variability in access to services / facilities across the Borough (generally lower in rural areas), with some areas more dependent on private vehicles for travel • Higher proportion of people travelling to work by car in Test Valley |

| |
|--|
| <ul style="list-style-type: none"> • Additional traffic flows / congestion can have adverse impacts on a range of factors, including productivity and noise & air quality (the latter potentially affecting health and biodiversity) |
| Water Resources and Water Quality |
| <ul style="list-style-type: none"> • In relation to water quality (including of groundwater), ensure that development (including construction) and other changes do not lead to deterioration and where possible improvements are achieved. • Limits on water available for abstraction, with some challenges and uncertainties in the short term for parts of the Borough in providing adequate water supplies • There are current challenges associated with high levels of nutrients in some water bodies (within and close to the Borough), which are understood to be having adverse effects including on ecology • Parts of the Borough are at risk of a variety of types of flooding (which may increase as a result of a changing climate) |

Developing the sustainability appraisal framework, including sustainability objectives [Task A4]

34. Taking account of the three previous tasks, twelve sustainability objectives have been identified. For each objective, indicative tests have been developed which will help inform the assessment of plans against the objectives. More detail is available in section 19 of the main report.
35. The sustainability objectives are:
1. Ensure everyone has the opportunity to live in an appropriate and affordable home that meets their needs.
 2. Ensure the local economy is thriving with high and stable levels of growth, whilst supporting productivity and the promotion of a diverse economy, with the availability of a skilled workforce.
 3. Maintain and improve access to services, facilities, and other infrastructure, whilst improving the efficiency and integration of transport networks and the availability and utilisation of sustainable modes of travel.
 4. Encourage the efficient use of land and conserve soil resources.
 5. Conserve and, where possible, enhance the water environment and ensure the sustainable management of water resources.
 6. Seek to avoid and reduce vulnerability to the risk of flooding and the resulting detrimental effects to the public, economy and environment.
 7. Maintain and, where possible, enhance air quality.
 8. Conserve and, where possible, enhance the Borough's landscape, townscapes and settlement character.
 9. Conserve and, where possible, enhance the historic environment and the significance of heritage assets.
 10. Conserve and, where possible, enhance biodiversity and habitat connectivity.
 11. Support the delivery of climate change mitigation and adaptation measures.
 12. Seek to maintain and improve the health and wellbeing of the population.

Consulting on the scope [Task A5]

36. The Scoping Report was subject to consultation from Friday 24 July to Friday 4 September 2020. The consultation included but was not restricted to the three statutory consultees, namely Historic England, Natural England and the Environment Agency. The consultation documents were made available on the Council's website. All comments received were taken into consideration in preparing the final Scoping Report, with more detail within Appendix 1.

How to find out more

37. A copy of the Scoping Report is available on the Council's website at: <https://testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/sustainability-appraisal>
38. For more information please contact the Planning Policy and Economic Development Service using the details below.

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