

Test Valley Borough Revised Local Plan DPD

Adopted

Local Plan

2011-2029



January 2016



Contents

Foreword	4
Test Valley Borough Revised Local Plan (2011 - 2029)	5
Glossary:	6
1 Introduction	12
2 The Issues for the Borough	18
3 Objectives and Spatial Strategy	34
4 Delivering Sustainable Development	42
Policy SD1: Presumption in Favour of Sustainable Development	42
5 Local Communities	46
Policy COM1: Housing Provision 2011 – 2029	52
Policy COM2: Settlement Hierarchy	55
Policy COM3: New Neighbourhood at Whitenap, Romsey	61
Policy COM4: New Neighbourhood at Hoe Lane, North Baddesley	64
Policy COM5: Residential Development at Park Farm, Stoneham	65
Policy COM6: New Neighbourhood at Picket Piece, Andover	67
Policy COM6A: New Neighbourhood at Picket Twenty, Andover	69
Policy COM7: Affordable Housing	71
Policy COM8: Rural Exception Affordable Housing	73
Policy COM9: Community Led Development	74
Policy COM10: Occupational Accommodation for Rural Workers in the Countryside	75
Policy COM11: Existing Dwellings and Ancillary Domestic Buildings in the Countryside	77
Policy COM12: Replacement Dwellings in the Countryside	77
Policy COM13: Gypsies, Travellers and Travelling Showpeople	78
Policy COM14: Community Services and Facilities	80
Policy COM15: Infrastructure	80
6 Local Economy	84
Policy LE1: University of Southampton Science Park	87
Policy LE2: South of Benham Campus, University of Southampton Science Park	88
Policy LE3: Land at Whitenap, Romsey	89
Policy LE4: Land south of Brownhill Way, Nursling	90
Policy LE5: Land at Bargain Farm, Nursling	91
Policy LE6: Land at Adanac Park, Nursling	92
Policy LE7: Nursling Estate	93
Policy LE8: Extension to Walworth Business Park	95
Policy LE9: Andover Airfield Business Park	96
Policy LE10: Retention of Employment Land and Strategic Employment Sites	98
Policy LE11: Main Town Centre Uses	99
Policy LE12: Ground Floor Uses in Romsey	101
Policy LE13: Ground Floor Uses in Andover	102
Policy LE14: Mixed Development at George Yard/Black Swan Yard	103
Policy LE15: Stockbridge Local Centre	104
Policy LE16: Re-Use of Buildings in the Countryside	105
Policy LE17: Employment Sites in the Countryside	107
Policy LE18: Tourism	108
7 Environment	110
Policy E1: High Quality Development in the Borough	111
Policy E2: Protect, Conserve and Enhance the Landscape Character of the Borough	113
Policy E3: Local Gaps	115

Policy E4: Residential Areas of Special Character	116
Policy E5: Biodiversity	117
Policy E6: Green Infrastructure	120
Policy E7: Water Management	122
Policy E8: Pollution	125
Policy E9: Heritage	128
8 Leisure, Health and Wellbeing	134
Policy LHW1: Public Open Space	135
Policy LHW2: Ganger Farm, Romsey	137
Policy LHW3: Forest Park	138
Policy LHW4: Amenity	139
9 Transport	142
Policy T1: Managing Movement	143
Policy T2: Parking Standards	145
Policy T3: Park & Ride at Bargain Farm, Nursling	146
10 Community Safety	148
Policy CS1: Community Safety	148
11 Education and Learning	150
Policy ST1: Skills and Training	150
12 Delivery, Implementation and Monitoring	152
Annex A: List of Strategic Policies	160
Annex B: List of Saved Borough Local Plan Policies (2006) replaced by the Revised Local Plan DPD	162
Annex C: Strategic Housing Land Availability Assessment sites tested in the Sustainability Appraisal	168
Annex D: Housing Trajectory	172
Annex E: Strategic Employment Sites (LE10)	175
Annex F: Public Open Space Definitions (LHW1)	177
Annex G: Parking Standards (T2)	178
Map A: Whitenap, Romsey	183
Map B: Hoe Lane, North Baddesley	184
Map C: Luzborough Plantation	185
Map D: Park Farm, Stoneham	186
Map E: Picket Piece and extension to Walworth Business Park, Andover	187
Map F: Picket Twenty, Andover	188
Map G: University of Southampton Science Park, Chilworth	189
Map H: Nursling	190
Map I: Andover Airfield Business Park	191
Map J: George Yard/ Black Swan Yard, Andover	192
Map K: Ganger Farm, Romsey	193
Map L: Forest Park	194
Inset Maps: 1-55	195

Foreword

I am delighted to introduce Test Valley Borough Council's Revised Local Plan 2016. The Plan seeks to promote sustainable development through managing, guiding and facilitating the building of new homes and infrastructure. Its principal purpose is to ensure that new development meets the social and economic needs of our communities whilst at the same time protecting the Borough's natural and built environment.

The Plan is the culmination of a huge amount of technical work which has involved compiling and analysing a broad ranging statistical and factual evidence base together with feedback from public consultations and applying national planning guidance. The outcome of that work is a robust and sustainable framework to meet the Borough's needs until 2029.



Councillor Martin Hatley

Deputy Leader and Portfolio Holder for Planning Policy and Transport

Test Valley Borough Revised Local Plan (2011 - 2029)

This document is available for inspection and purchase from the Council's Andover and Romsey offices during normal office hours. The plan is priced at £50 (postage and packaging is an additional £5).

This document and all background evidence is also available on the Council's website under the Planning Policy webpage.

Should you have any questions please contact the Planning Policy Team.

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Glossary:

Authority's Monitoring Reports (AMR): Section 113 of the Localism Act (2011) requires that a monitoring report must be published assessing the implementation of policy and progress of the Local Development Scheme. This must be done at least yearly.

Community Infrastructure Levy (CIL): Is a levy that local authorities can choose to charge on new development. The charges are related to the size and type of the new development. The money collected can be spent on funding infrastructure which the Council has identified as being required.

Community Plan: Local Authorities are required by the Local Government Act 2000 to prepare these, with the aim of improving the social, environmental and economic wellbeing of their areas. Using the Community Plan, authorities are expected to co-ordinate the actions of public, private, voluntary and community sectors (through the Local Strategic Partnership). The Test Valley Partnership has produced 'Your Test Valley', the Community Plan for the Borough.

Development Management Policies: These will be a suite of criteria-based policies which are required to ensure that all development within the areas meets the spatial vision and spatial objectives set out in the Local Plan.

Development Plan: The Development Plan comprises the Development Plan Documents contained within the Local Development Framework and the Minerals and Waste Plans produced jointly by Hampshire County Council, Portsmouth and Southampton City Councils and the New Forest and South Downs National Park Authorities.

Development Plan Documents (DPDs): Spatial planning documents that are subject to independent examination and will form the Development Plan for a local authority area for the purposes of the 2004 Act. In Test Valley this will include a Local Plan and a Gypsy and Traveller document. Others may be produced if necessary. Individual Development Plan Documents or parts of a document can be reviewed independently of other Development Plan Documents. Each authority must set out the programme for preparing its Development Plan Document in the Local Development Scheme (LDS).

Duty to Cooperate: The duty to cooperate was created in the Localism Act (2011). It places a legal duty on local planning authorities, county councils and public bodies to engage constructively, actively and on an ongoing basis on strategic cross boundary matters.

Evidence Base: The Development Plan Documents should be based on evidence of participation and research. It should be as up to date as possible.

Examination in Public (EiP): An inspector appointed by the Secretary of State will carry out an independent examination into the soundness of the Development Plan Document.

Green Infrastructure (GI): 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.

Habitats Regulations Assessment (HRA): This is based on a legal requirement (through the Conservation of Habitats and Species Regulations 2010 (as amended)). It involves assessing the potential effects of land use plans on the conservation objectives of Natura 2000 sites, which are designated for their nature conservation importance. This includes Special Areas of Conservation (SACs) and Special Protection Areas (SPAs). Guidance also recommends considering the effects on Ramsar sites.

Infrastructure Delivery Plan (IDP): The IDP forms part of the evidence base for the Local Plan. It assesses the capacity and deficits in infrastructure which are needed to deliver the requirements of the Local Plan.

Key Diagram: This provides an overview of the proposals within the Local Plan that relate to specific locations.

Local Development Scheme (LDS): This sets out the programme for preparing planning guidance. The Council's LDS was approved in November 2014 and can be found on the Planning pages of the Council's website.

Local Plan: sets out the long-term spatial vision for the local planning authority area and the spatial objectives and strategic policies to deliver that vision through development management policies and strategic site allocations. The new Local Plan will have the status of a Development Plan Document.

Local Enterprise Partnership (LEP): LEPs are partnerships between local authorities and businesses and play a key role in establishing local economic priorities to create jobs and support local businesses. The Solent LEP and Enterprise M3 LEP include Test Valley.

Local Strategic Partnership (LSP): This is a partnership of stakeholders who develop ways of involving local people in shaping the future of their area in terms of how services are provided. They are often single, non-statutory, multi-agency bodies which aim to bring together locally the private, public, community and voluntary sectors. The Test Valley Partnership is the LSP for the Borough.

Neighbourhood Development Plan (NDP): Through the Localism Act parish councils can influence planning decisions in their area and can propose land for development provided that they are in line with the development plan.

National Planning Policy Framework (NPPF): The NPPF sets out national planning guidance for the plan making and decision taking. The NPPF was published in March 2012.

National Planning Practice Guidance (NPPG): An online resource published by central Government which provides guidance on how to apply the NPPF.

Northern Test Valley (NTV): This relates to the area of the Borough excluding Southern Test Valley and the New Forest National Park.

Partnership for Urban South Hampshire (PUSH): This is an organisation comprising East Hampshire, Eastleigh, Fareham, Gosport, Hampshire County, Havant, Isle of Wight, New Forest, Portsmouth, Southampton, Test Valley and Winchester Councils. They have come together to improve the economic performance of South Hampshire and enhance it as a place to live and work.

Proposals Map: The proposals map will identify areas of protection, allocated sites for development and set out areas to which specific policies apply.

Saved Policies and Plans: This relates to certain policies within in the Borough Local Plan 2006 as saved by a Direction of the Secretary of State in May 2009 which continued to be relevant in the consideration of planning applications until they were replaced by an appropriate policy in a DPD.

Site Specific Allocations: These include sites for specific or mixed use development contained in Development Plan Documents. Policies will identify any specific requirements for individual proposals.

Southern Test Valley (STV): This comprises the seven parishes of Ampfield, Chilworth, North Baddesley, Nursling and Rownhams, Romsey Extra, Romsey Town and Valley Park – it is part of the area covered by PUSH.

Statement of Community Involvement (SCI): This sets out the standards which authorities will achieve with regard to involving local communities in the preparation of planning documents and development management decisions. The Statement of Community Involvement is not a Development Plan Document. The Test Valley SCI can be viewed on the Planning pages of the Council's website.

Strategic Environmental Assessment (SEA): This is a generic term used to describe environmental assessment as applied to policies, plans and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal environmental assessment of certain plans and programmes, including those in the fields of planning and land use.

Strategic Housing Land Availability Assessment (SHLAA): The SHLAA is a technical document which seeks to provide information on potential housing sites promoted by landowners/developers with details on whether they are available, suitable and achievable.

Strategic Housing Market Assessment (SHMA): The SHMA forms part of the evidence base by setting out information on the level of need and demand for housing in housing market areas. In the case of Test Valley it is the South Hampshire SHMA and Test Valley addendum.

Strategic Sites: These are sites which are considered central to achieving the needs of the Borough. The Local Plan includes a number of strategic sites at Andover and in Southern Test Valley.

Supplementary Planning Documents (SPD): These provide supplementary information in respect of the policies in Development Plan Documents. They do not form part of the Development Plan and are not subject to independent examination. The Council has produced a number of SPDs which can be found on the Planning pages of the Council's website.

Sustainability Appraisal (SA): This is a tool for appraising policies to ensure they reflect sustainable development objectives (i.e. social, environmental and economic considerations). There is a requirement in the Planning and Compulsory Purchase Act that sustainability appraisals are undertaken for all Development Plan Documents.

Tests of Soundness: An Inspector appointed to examine in public the Development Plan Documents will check that it complies with the legislation to determine whether it is sound. To be sound the document should be positively prepared, justified, effective and consistent with national policy.

The Regulations: This relates to the Town and Country Planning (Local Planning) (England) Regulations 2012.

Windfall: Windfall sites are those sources of housing land supply which have not been specifically identified but are likely to be brought forward in the Local Plan period.



1 Introduction

1 Introduction

- 1.1** The Revised Local Plan for Test Valley (Local Plan) forms the main part of the Development Plan for the Borough. The document sets out a vision for the future development of the Borough. It includes the core objectives which underpin the policies and proposals which form the spatial strategy. The Local Plan will guide future development within the Borough of Test Valley over the plan period 2011 – 2029.
- 1.2** The close relationship between the Local Plan, Community Plan and the Council's Corporate Plan (2011 – 2015) is emphasised by their shared vision, objectives and proposals. The Local Plan has also taken account of the content of various strategies produced by the Council, neighbouring authorities and partner organisations and what the evidence base tells us about the Borough.

Working together

- 1.3** The Government, through the Localism Act 2011, encourages a renewed focus on working with infrastructure agencies, local communities and businesses with a focus on efficient partnership working. The Local Plan has been drafted to reflect the Community Plan, which has been prepared by the Local Strategic Partnership (LSP), and the Council's Corporate Plan.
- 1.4** The Council has extensive experience in joint working through the LSP. It has produced the Community Plan 'Your Test Valley' (2007) which sets out a high level strategy for meeting the needs and aims of the area's community and partners. This message has been echoed in the Council's Corporate Plan 'Doing Things Differently'. The Local Plan will set out how the Council as Local Planning Authority will deliver the aspirations of the Corporate Plan and the Community Plan.
- 1.5** The Localism Act 2011 introduced a Duty to Cooperate, which is designed to ensure that all of the bodies involved in planning work together on issues that are of bigger than local significance. The Council has a good record of cooperating with neighbouring authorities and organisations particularly where strategic priorities cover a wider area. The Council is currently part of the Partnership for Urban South Hampshire (PUSH) and is a member of the two recently formed Local Enterprise Partnerships (LEPs): the Solent LEP and the Enterprise M3 LEP which cover the Borough. The Council has worked in partnership with a number of authorities on technical work and the sharing of evidence on cross-boundary issues. The Council also continues to be a member of the North Wessex Downs Area of Outstanding Natural Beauty (AONB) Council of Partners (Joint Advisory Committee) and is a member of the New Forest National Park Authority and a supporting partner of the Hampshire and Isle of Wight Local Nature Partnership. Details of how the Council has met the Duty to cooperate requirement are set out in the Duty to Cooperate statement.

Process

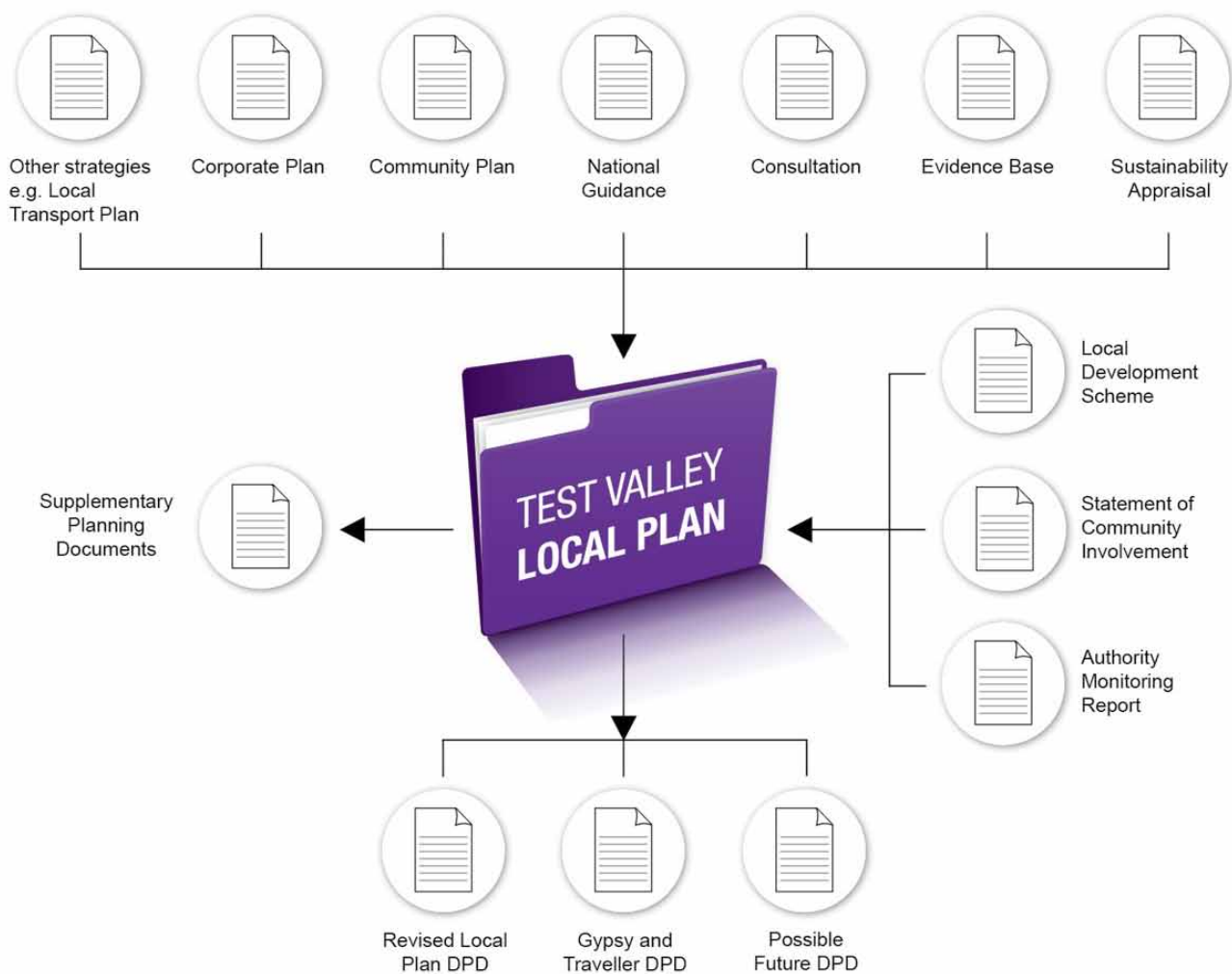
- 1.6** Between 2006 and 2009 work was undertaken on producing a Core Strategy. This was submitted to the Secretary of State in March 2009. In May 2009 an Exploratory Meeting was held where the appointed Inspector raised a number of concerns. Following this meeting the Council decided to withdraw the Core Strategy. Work has since been undertaken on a revised document and updating the evidence base. This has included a focused 'key issues' consultation.
- 1.7** A draft Core Strategy and Development Management DPD and Designation DPD were consulted upon in January and February 2012. This was in advance of the National Planning Policy Framework (NPPF) which was published in March 2012. Due to the changes required to bring the two DPDs in line with the NPPF and to allow for consultation on these amendments the Council decided to repeat the preferred approach consultation process. The Council produced its preferred approach Revised Local Plan (RLP) for consultation in March and April 2013.
- 1.8** More recently on the 14th February 2013 the Secretary of State announced the Government's decision to revoke the South East Plan. The South East Plan partial revocation came into force on the 25 March 2013.
- 1.9** As a result the Council has included additional policies to ensure consistency with the new national guidance and to take account of the revocation. It is considered that the Local Plan provides a robust approach in balancing social, economic and environmental issues – the three dimensions of sustainable development – at a local level and delivers the aims of the Community Plan.
- 1.10** Pre Submission consultation took place between the 14 January and 7 March 2014. It provided an opportunity for people to comment on the final version of the plan prior to it being submitted to the Secretary of State in July 2014.
- 1.11** The Secretary of State appointed a Planning Inspector to hold an 'Examination in Public' to look in detail at the local plan. The Inspector considered whether the Revised Local Plan:
- a) was prepared in accordance with the duty to cooperate, legal and procedural requirements; and
 - b) is 'sound'. Soundness means:
 - **Positively prepared** – the plan should be prepared based on a strategy which seeks to meet objectively assessed development and infrastructure requirements, including unmet requirements from neighbouring authorities where it is practical to do so consistently with the presumption in favour of sustainable development;
 - **Justified** – the plan should be the most appropriate strategy, when considered against the reasonable alternatives, based on proportionate evidence;
 - **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities; and

- **Consistent with national policy** – the plan should enable the delivery of sustainable development in accordance with the policies in the Framework

1.12 Following receipt of the Inspector’s report and taking account of its recommendations, the Council has adopted the Revised Local Plan on 27 January 2016.

1.13 The Council has used a number of different documents from various sources to inform and influence the local plan. Figure 1 shows how the various documents and processes fit together and influence the content of the Revised Local Plan.

Figure 1: Test Valley Local Plan



How the Local Plan will be used

- 1.14** The Council is required to determine planning applications in accordance with the Development Plan unless material considerations indicate otherwise. In the Local Plan the policies, proposals and reasoned justification all form part of the statutory plan. The policies and proposals should be read together along with the supporting text. The policies have been drafted to provide clear guidance on how the Council will respond to proposals for development.
- 1.15** When judging the appropriateness of a proposed development, regard must be given to all policies in the Local Plan. Making planning decisions in accordance with the Plan may at times require the weighing up of different policies and proposals. Where general policies conflict with specific proposals or policy designations, the specific proposal or policy designation will take precedence.
- 1.16** In the case of a discrepancy between the written statement and the proposal maps, the written statement prevails over the proposal maps.
- 1.17** The Revised Local Plan, and its evidence base, can provide a starting point for those parish councils wishing to undertake a Neighbourhood Development Plan. The guidance to local communities who wish to bring forward a Neighbourhood Development Plan is that it should be in general conformity with the strategic policies of the Revised Local Plan. To assist those communities who wish to prepare a Neighbourhood Plan the policies the Council considers to be strategic policies are identified in Annex A. The Council has produced a guidance note¹ to help communities understand the process and the role it can play in supporting the preparation of neighbourhood plans.

Sustainability Appraisal and Habitats Regulations Assessment

- 1.18** The Sustainability Appraisal (SA) and Habitats Regulations Assessment (HRA) processes run parallel to, and have helped to inform, the preparation of the Revised Local Plan. The purpose of the SA is to ensure that all Development Plan Documents are compatible with the aims of sustainable development. The Sustainability Appraisal Scoping Report (June 2011) provides the framework for undertaking the Sustainability Appraisal, setting out the key factors to be considered. The SA has been reviewed in light of updated evidence and as a result of the public consultation.
- 1.19** The Revised Local Plan has been subject to assessment in accordance with Regulation 102 of the Habitats Regulations². This is to ensure that the proposals contained in the Revised Local Plan will not lead to adverse effects on the integrity of any Natura 2000 or Ramsar sites. The process has informed the development of strategic options and proposals to mitigate pressure on these designations.

1 Neighbourhood Planning Guidance Note, April 2014

2 The Conservation of Habitats and Species Regulations, 2010 as amended.

Relationship with Saved Policies of the Borough Local Plan (2006)

1.20 The Planning and Compulsory Purchase Act (2004) makes provision for local plan policies to be saved for a period of time until new policy documents are in place. Following a direction from the Secretary of State (May 2009) certain policies in the Borough Local Plan (2006) were saved. Following the adoption of the Revised Local Plan, the policies contained within this document have replaced those policies which were saved (see Annex B).

The Format of the Plan

1.21 The Local Plan consists of:

- A written statement which sets out the policies and proposals and the justification for them. Each policy or proposal has a unique number and title.
- The proposal maps show the areas where the policies and proposals apply. All maps are drawn on an Ordnance Survey base to a recognised scale. The maps are cross-referenced to the policies and proposals in the written statement.
- A key diagram is provided which shows where major development will take place and how this links with the main transport routes and neighbouring districts.



2 The Issues for the Borough

2 The Issues for the Borough

2.1 The issues facing the Borough are broad and cover the physical aspects of land use planning, as well as economic, social and environmental matters.

2.2 The Community Plan 'Your Test Valley' provides a vision of how the Borough sees itself. The vision is included in this Local Plan to provide a common link between the two documents.

“To create a Test Valley community where everyone has the opportunity to fulfil their potential and to enjoy a good quality of life.”

2.3 The Community Plan has eight key themes which are set out below. To demonstrate how the Local Plan will support the delivery of these themes they provide the headings for the chapters of this document:

- Local Communities
- Local Economy
- Environment
- Leisure
- Health and Wellbeing
- Transport
- Community Safety
- Education and Learning

2.4 For each chapter objectives have been identified to shape their content. The objectives have been developed taking into account national guidance, the Community Plan, the Vision for Andover, the work on the emerging 'Romsey Future' document and public comments. They underpin and guide the content of the document.

2.5 In order to deliver the vision for the Borough, these themes will be pursued through the positive implementation of the policies and proposals within the Plan. The Council on its own however will not be able to implement the Local Plan. It will need the support of a number of key agencies and rely on the availability of investment both from the public and private sector. The Council's Infrastructure Delivery Plan has been prepared with the support of these agencies. In order to achieve this, the Local Plan will seek the proactive involvement of key stakeholders and service providers in the planning process.

2.6 The Council has identified in the following paragraphs, objectives and issues, related to each of the eight themes, which the Local Plan will address.

- 2.7** The Borough is continuing to experience the impact of a challenging economic environment. The strength of the current recovery and future levels of growth and employment continue to be influenced by the wider national and international economic situation. Future prospects for the economy continue to be uncertain, however Test Valley remains relatively prosperous and well placed to respond.
- 2.8** The Local Plan provides a positive framework to support and develop a successful local economy and assist economic recovery through future development. It seeks to ensure that enough land is made available to meet the needs of businesses and provide local job opportunities for the community. This is in line with the Corporate Plan priority of ‘Enabling a Prosperous Economy’ and the Government’s objective for the planning system to deliver sustainable economic growth.

Local Communities

- 2.9** The Community Plan aim is ‘to support and encourage a strong sense of local community’.
- 2.10** The Census (2011) data records the population of the Borough as 116,400³. The population has increased by 6,600 since 2001, approximately 6.0%⁴ and it is forecast to increase by 4.8% between 2011 and 2018⁵. Most growth is forecast in the population aged 45 and over⁶. The percentage of Test Valley’s population of children of pre-school age is estimated at 5.5%. The age structure of Test Valley’s population is similar to that of Hampshire.
- 2.11** A higher proportion of the housing stock in the Borough is in owner-occupation compared with the national level, see Table 1. Table 2 sets out the forecast composition of households requiring market housing by 2026.

Table 1: Existing Housing Stock based on 2011 Census

	Test Valley	England and Wales
Owner-occupation	71%	64%
Social Housing	15%	18%
Privately Rented	13%	17%

3 Census 2011, ONS, 2012

4 Headline facts and figures for Test Valley, Hampshire County Council (HCC), 2013

5 Demographic facts and figures for Test Valley, HCC, 2012

6 Demographic facts and figures for Test Valley, HCC, 2012

Table 2: Forecast Composition of Household Types Requiring Market Housing by 2026

	2011	2026
Families	69%	58%
Single People	26%	35%
Others	5%	7%

- 2.12** An issue facing the Borough is the gap between house prices and income. There are relatively high house prices and relatively low incomes resulting in a large proportion of Test Valley residents being unable to access open market housing. This issue is particularly prevalent in rural parts of the Borough. The overall average sale price of a house in Test Valley in January - March 2013 was £278,205 which was above the regional average of £273,766⁷, and considerably above the England and Wales figure of £175,000⁸.
- 2.13** The Strategic Housing Market Assessment (SHMA) (2013) identifies a current backlog need (defined as unable to rent or buy market housing) of 537 households, which is 56.8% of those in unsuitable housing. It is expected that 1,893 of newly forming households (46.5%) are expected to be in need in the five years to 2018, and 889 existing households are also expected to fall into need during this period. The Council's records indicate that, as at September 2013, there were 2,844 households on the Test Valley element of the Joint Housing Register of which 2,369 are on the general register and 490 on the transfer register. This need may increase with changes to Housing Benefits where there may be difficulties in finding suitable private rented sector accommodation locally for households that are accepted as homeless or at risk of homelessness. In the year March 2012 – April 2013 86 households made a homeless application of which the Council had a statutory duty to accommodate 64 homeless applications. 367 households were prevented from becoming homeless through Council action.
- 2.14** How the Council can address the issue of access to affordable housing will be a key issue. Within the context of the current economic climate, the availability of public funding and the impact on viability of development, the Council is faced with a difficult challenge of providing affordable housing to meet the needs of its residents. The Council's Housing Strategy has set an affordable housing target of 200 completions per year⁹.

7 HM Land Registry, 2013

8 HM Land Registry, 2012

9 Housing Service (2011/12), Test Valley Borough Council

- 2.15** The increase in population creates a need for more homes. Test Valley is also experiencing an ageing population with Census (2011) data indicating that there are 14,757 people above 70 living in the Borough¹⁰. A key issue for the Council is to identify the type and provision of housing required to cater for a changing population demographic. The Council has commissioned studies to assess the likely scale of new housing required within the plan period.
- 2.16** The Local Plan provides a basis for identifying an appropriate and continuous phased supply of land. This will comprise existing commitments, proposed allocations and certain sites identified in the Strategic Housing Land Availability Assessment. The rate at which land is brought forward will be influenced by factors beyond the Council's control such as the strength of the economy. The Council will endeavour to work with key partners and the development industry to deliver new homes.
- 2.17** The Council will seek to maximise the contribution from brownfield land. Given the scale of the housing requirement and that the Borough is predominantly rural (with less than 5% being identified as "built up") most of the new homes needed will need to be provided on greenfield sites to be proposed in the Local Plan.
- 2.18** The population of the Borough is concentrated in the towns of Andover (40,412) and Romsey (18,044¹¹) and the smaller settlements of North Baddesley, Valley Park, Chilworth and Nursling and Rownhams which have a combined population of approximately 20,450¹². These are located on the edge of Southampton and Eastleigh. In total, all of the settlements listed above account for approximately 68% of the Borough's population. The remainder is spread across a large number of small villages in the rural part of the Borough. Stockbridge acts as a centre for a number of those rural communities.
- 2.19** To guide the location of future development, a settlement hierarchy has been developed. The hierarchy identifies the most sustainable towns and villages (based on their provision of facilities and ease of accessibility to services) and sets out the broad scale of housing development considered appropriate. This will assist with identifying appropriate locations for development and help the promotion of sustainable development by focusing it where residents would have the most opportunities to access facilities. A consequence of this approach is that a number of the smaller settlements would not be considered appropriate locations for allocated development.
- 2.20** Local facilities and services within the Borough are important for residents especially for those members of the population who may not have access to a car or where the availability of public transport is limited. The retention of such local centres and shops has become more difficult as patterns of shopping have developed.

10 Census 2011, ONS, 2012

11 This figure includes the ward populations of Abbey, Cupernham, Tadburn and Romsey Extra

12 Census 2011, ONS, 2012

2.21 Rural villages provide a range of facilities which support the daily needs of residents; some have a greater range than others e.g. Stockbridge, Longparish, Broughton. Most have limited or no facilities and residents will rely upon neighbouring villages or will travel to the larger towns such as Andover, Romsey, Winchester and Salisbury. The decline in rural facilities has been taking place for some time with changes in lifestyles and availability of services via the internet having a significant impact. The issue is how to support the remaining facilities in villages and promote new ones.

Local Economy

2.22 The Community Plan aim is 'to ensure that the local economy thrives and remains competitive' with the Corporate Plan aiming for a competitive local economy.

2.23 The Borough's economy has performed well in recent years, with a significant contribution being made by residents who work elsewhere. The Borough has relatively low numbers of people out of work. The proportion of people who are looking for work, but are not claiming benefits, (March 2012 – March 2013) was 4.6%, which was significantly lower than Hampshire at 6%.¹³ Whilst the overall picture is a positive one, there are disparities within the Borough. A particular concern is the gap between incomes and the cost of housing.

2.24 The main sectors of employment are distribution, hotels and restaurants, banking, finance and insurance and the health sector. Test Valley has a high percentage of people whose occupation can be classed as Managers and Senior Officials in comparison to the overall percentages for Hampshire, the South East and England¹⁴. In 2011 the average gross weekly earnings for residents was £470¹⁵.

2.25 A distinctive feature of Andover is its high degree of self-containment with 70% of its residents living and working in the town. It is some distance from other larger retail centres including Basingstoke (20 miles), Winchester (13 miles), Southampton (24 miles) and Salisbury (19 miles). It serves its own residents and a wider catchment area of approximately 70,000 people. There are a range of businesses based in the town including several major employers e.g. Stannah, Twinings, Lloyds Bank, the Headquarters Army and a Co-Op distribution centre. In some parts of Andover there are significant numbers of people whose occupations are categorised as elementary occupations. In Alamein, 16.5% of the working age population are engaged in elementary occupations. The overall percentage of people engaged in these occupations in England is 11.1%¹⁶.

13 Hampshire Labour Market Bulletin, HCC, July 2013

14 Test Valley Borough Profile, ONS, 2009

15 Test Valley Profile, TVBC, 2013

16 Census 2011, ONS, 2012

- 2.26** In Andover, the Council has initiated a rejuvenation project for Walworth Business Park, with an external private sector partner. Walworth is experiencing high vacancy rates and poor environmental quality. The future economic performance of the town is closely linked to making improvements to the business park and improving its attractiveness to potential employers. A key issue will be how to initiate a successful regeneration programme in a difficult economic climate.
- 2.27** Andover provides a range of facilities including retail (within the town centre and out-of-centre shopping), leisure and recreation. However, for many residents it does not provide for all of their retail needs and residents go to larger towns outside the Borough. The key issue is how the town centre should maintain the existing levels of self containment and develop in terms of the range and choice of shopping, employment and other facilities to serve the growing population. Enhancing existing facilities would encourage people to spend more of their time and money in Andover, which would have a number of benefits. It would support the local economy, create employment and reduce the need to travel to other destinations. The Andover Summit has begun identifying priorities for improving the town centre and encouraging more people to visit. The Council considers that there is potential to improve the shopping offer and develop new leisure opportunities.
- 2.28** The economy of Southern Test Valley is based on a number of high value business sites (e.g. Adanac Park, Nursling), a highly qualified workforce and good communications. The University of Southampton Science Park, located at Chilworth, is one of the key locations in South Hampshire for high technology companies and high value jobs. Nursling Estate, adjacent to the M27 motorway, provides a sub-regionally important location for distribution. The Partnership for Urban South Hampshire (PUSH) has identified the scale of new employment provision for South Hampshire with a distribution of floorspace amongst districts and the need for upskilling of the existing workforce.
- 2.29** Southern Test Valley is less self-contained than Andover and experiences a significant amount of out-commuting, reflecting its relationship with South Hampshire and its good transport links. However, given the employment opportunities within the area, there is a significant inward flow of workers. The issue to consider is the extent to which the imbalance between residents and jobs can be addressed in terms of creating greater opportunities to work closer to home.
- 2.30** Romsey and the settlements of the southern part of the Borough are close to the larger centres of Southampton and Eastleigh. Consequently, residents look to them for a range of facilities and employment. The town and adjoining areas provide a significant number of jobs, however its proximity to other centres does mean there is a significant amount of commuting in and out of this part of the Borough. The residential areas close to those centres look to them rather than Romsey. With respect to shopping, a large proportion of the convenience and comparison expenditure within the town's catchment area takes place elsewhere such as Southampton and Eastleigh.

- 2.31** Market towns have traditionally been places where people meet and it may be that whilst the reasons to come to the centre may change, the future planning of the area should consider how it can continue to perform that function.
- 2.32** The town centres of Andover and Romsey and Stockbridge local centre are important destinations for day-to-day shopping needs as well as a number of specialist shops, the financial and legal sector and coffee shops and restaurants. The Council's monitoring of vacancy unit rate (May 2013) has shown that Andover (14%), Romsey (6%) and Stockbridge (1%) are lower than the national figure of 15%. The issue for the two town centres is how to retain and increase footfall. This is being considered as part of the long term visions for Andover and Romsey through the Andover Summit and Romsey Future project.
- 2.33** The rural area of Test Valley experiences the highest proportion of out-commuting in the Borough and has the highest proportion of highly qualified people in the workforce. It is continuing to see the impact of changes in agriculture and diversification into other businesses. A significant amount of floorspace has been granted permission for employment use primarily resulting from the change of use of existing buildings. Access to high speed broadband is seen as a key issue, particularly for businesses for whom the internet is a key part of their operations. Agriculture is a significant part of the Borough's environment and economy. Although the agricultural industry only employs 1,128 people (either full or part time, or casually) this sector manages a significant area of the Borough covering 43,508 hectares in Test Valley¹⁷. Balancing the development of the rural economy with the increase in traffic movements on rural roads is a key issue.
- 2.34** Tourism plays a valuable part in the Borough's economy. Approximately 3,260,000 tourism day trips were made to the Borough in 2012. An estimated 243,000 staying trips were spent in the Borough in 2012. Total expenditure by visitors to Test Valley is estimated to have been in the region of £156.9m, similar to the overall expenditure seen in 2010 (£156.4 million). This tourism related expenditure has supported approximately 3,165 full time equivalent jobs in Test Valley. Once part time and seasonal employment is added, the total number of jobs supported is increased to approximately 4,448 actual jobs¹⁸.
- 2.35** The Borough is principally a day/short stay tourist destination. In addition to the high quality natural and built landscape, the area has a number of significant attractions e.g. The Hawk Conservancy, Finkley Down Farm, The Army Air Museum, Hilliers Arboretum, Romsey Abbey, Mottisfont Abbey, Thruxton motor racing circuit and Danebury Iron Age Hill Fort. Fishing in the Borough's chalk rivers and streams is an important contributor to both tourist and wider local economy as is the network of footpaths and cycle routes.
- 2.36** An issue for the Borough is how its tourism sector can be developed whilst minimising the impact of increased activity on the environment.

17 Local Authority Level Key Land Areas, DEFRA, 2010

18 The Economic Impact of Tourism Test Valley 2012, Tourism South East, 2012

The Environment

2.37 The Community Plan aim is ‘to enable everyone to play their part in ensuring we maintain a high quality and sustainable environment’.

2.38 The heritage assets of the Borough play an important role in defining the character of the area and it is one of the main reasons for attracting visitors.

2.39 The key features of the historic environment in Test Valley are outlined below¹⁹:

- **Archaeology.** The Borough’s extensive archaeological heritage consists of remains of all periods from about 500,000 years ago through to the present. A wide range of archaeological features, monuments and landscapes survive which provide evidence of past land use and cultural heritage. Hill-forts, ancient water meadows, barrows and other upstanding earthworks are a clear and important component of the landscape. However, most archaeological sites are not so readily visible, being hidden below ground level and often completely obscured. The Borough has 105 Scheduled Ancient Monuments (SAM).
- **Towns.** The street pattern of the central core of Andover was established in the Middle Ages when it prospered as a market town. Most of the town’s larger surviving historic buildings, including the Guildhall, the Star and Garter Hotel and St. Mary’s Church date from the much later period of prosperity in the 19th Century. Romsey’s character stems largely from its medieval street pattern, the predominantly small scale domestic architecture of the 18th and 19th Centuries and visual domination by the Abbey Church (mainly 12th Century).
- **Villages.** Many of the villages grew up in sheltered parts of the Downs and in the river valleys. They vary in character as well as size from small tightly knit settlements like Monxton and the Pentons, to linear settlements stretching along a single road or valley, such as Longparish and The Wallops. Most of the villages evolved from farming communities whilst some had an important role as coaching stops, notably Stockbridge and Hurstbourne Tarrant. To preserve the historic character of settlement the Council has defined 36 Conservation Areas.
- **Buildings and Building Materials.** During the Middle Ages the lack of a locally available building stone led to a strong tradition of timber framed buildings: the most impressive still surviving are agricultural buildings, such as the 15th Century aisled tithe barn at Nether Wallop. Thatch was well used and remains a feature with 38% of the total number of thatched buildings in Hampshire located in Test Valley. Cob, a cheap local material made from various combinations of straw, chalk, mud and clay was used in wall construction. The Borough has 57% of the total number of cob buildings in Hampshire and at 54% of the total, it also has the majority of Hampshire’s cob buildings with thatched roofs. The use of stone was largely confined to ecclesiastical and other high status buildings. Towards the end of the medieval

19 Details of the historic environment within Test Valley can be found on the Council’s website.

period brick and tile manufacture became widespread and many fine buildings were constructed in the area, a large number of which still survive including many post-Dissolution farmhouses and water mills. The 18th Century was also a time for updating and remodelling many of the manor houses and large country estates, such as Broadlands at Romsey. 19th Century methods of transport allowed the introduction of new building materials such as Welsh slate, used extensively, and limestone, used for prestige buildings including St. Mary's Church and the Guildhall in Andover. As a result there are over 2,250 listed buildings²⁰ with 23 being Grade I within the Borough including King John's House, Mottisfont Abbey and Broadlands House. There are also eight Registered Historic Parks and Gardens three of which are Grade II* including Houghton Lodge.

- 2.40** The historic sites and buildings of the Borough are a finite resource and once lost cannot be replaced. The issue is how they can be best managed to ensure that their importance and value is retained whilst recognising the pressures arising from modern living.
- 2.41** Responding to a changing climate is one of the key challenges in the coming years. This relates to both reducing the levels of greenhouse gases produced (including carbon dioxide) and seeking to ensure that we are able to adapt as necessary. The use of resources will need to be carefully managed and the community's resilience to extremes of weather will need to be developed.
- 2.42** The air quality standard within the Borough is generally good. Road transport is the main source of local air pollution. The issue for the future is how to maintain that quality.
- 2.43** The majority of public water supply within Test Valley comes from groundwater. Andover's sole source of water supply is the aquifer. The Test chalk groundwater is identified as currently being at poor status as judged by the Water Framework Directive standards. The Environment Agency's Abstraction Licensing Strategy (2013), covering the River Test, notes that many areas within the Borough have restricted water available for licensing purposes.
- 2.44** The Environment Agency is monitoring the issue of water supply and has advised that there is no likelihood of increasing the amount of water taken out of local rivers and aquifers. Minimising the amount of water required by new development and maximising the replenishment of groundwater sources are particularly important within the Borough.
- 2.45** The rivers and streams within Test Valley are key elements of the landscape and help shape its character as well as being important habitats. Minimising the demand for water is a key issue for the Borough. How that can be achieved will be a challenge. The Council will work with the Environment Agency, the Water Companies, development industry and the community to achieve greater water efficiency and ensure protection of the water sources and supply within the Borough.

²⁰ A full schedule of listed buildings can be found on the Council's website.

- 2.46** The quality of watercourses within the Borough including the River Test is mixed based on the classifications within the Water Framework Directive, with some stretches having a good status, while others are defined as being of a poor status. The River and its tributaries are the defining landscape feature of the Borough and is important for its ecological habitat as well as being an important economic resource. The fishing industry generates significant income for the local economy. Understanding the processes currently at work and addressing the problems arising is a key issue for the future. The Council will work with the Environment Agency to ensure the River's health is improved.
- 2.47** Test Valley has a diverse and high quality environment. The North Wessex Downs Area of Outstanding Natural Beauty (AONB) covers much of the Borough north of Andover. To the south west of Romsey, the New Forest National Park extends into the Borough. The New Forest National Park Authority is the local planning authority for this area and it is covered by the National Park Authority's Local Development Framework. In total, over 8,000 hectares of the Borough are covered by national landscape designations.
- 2.48** The protection of the landscape is important in terms of maintaining the character of Test Valley. The countryside plays an important role in maintaining the setting and the physical and visual separation of settlements, particularly around Andover and in Southern Test Valley, and their setting. Residents place significant value on the retention of the gaps between settlements. Retaining the area which plays a particular valuable role in the character of settlements is a key issue.
- 2.49** The key issue is how to balance the high quality of the natural environment whilst accommodating the requirement for new development.
- 2.50** The aim is to develop a comprehensive approach to the provision and management of natural and man-made assets and improve public access to them.
- 2.51** The Borough has a wide range of nature conservation designations located in or close to Test Valley. These include the New Forest (Ramsar site, Special Area of Conservation (SAC) and Special Protection Area (SPA)), Emer Bog (SAC), Mottisfont Bats (SAC), Porton Down (SPA), Salisbury Plain (SPA and SAC), the Solent and Southampton Water (Ramsar site, SPA) and the Solent Maritime (SAC). There are 26 Sites of Special Scientific Interest (SSSIs) within Test Valley which cover over 1,869 hectares²¹. The County Council has identified a significant number of Sites of Importance for Nature Conservation (SINCs) which are of local importance.

21 Monitoring Change in Priority Habitats, Priority Species and Designated Areas 2010/11, Hampshire Biodiversity Information Centre, 2011

2.52 All these sites are valuable assets to the Borough's biodiversity and are under pressure from a growing population and the need for development. The Council is seeking to manage its own natural assets. It is working with key agencies including Natural England and the Environment Agency and volunteer groups e.g. through the River Anton enhancement project and management of the local nature reserves at Andover, Romsey and Valley Park. The key issue is how to maintain and enhance the Borough's ecological resource. The Council's Biodiversity Action Plan prepared with partners provides a framework for future action.

Leisure

2.53 The Community Plan aim is 'to enable residents and visitors to enjoy a wide range of high quality leisure and cultural facilities'.

2.54 Test Valley has a range of facilities which are accessible to residents, although they tend to be on a small scale. These include The Lights Theatre, the Odeon Cinema, Andover Leisure Centre, Charlton Sports Centre and Finkley Down Farm at Andover. Two new large outdoor sports facilities are being provided at Augusta Park and Picket Twenty. Serving Romsey there is The Plaza Theatre, Lantern Theatre, Romsey Rapids, Romsey Sport Centre and Hunts Farm which serve the town. These are complemented with recreation facilities at North Baddesley, Nursling & Rownhams and Valley Park.

2.55 The main sports centres and pitches are located at Andover, Romsey, North Baddesley and Valley Park. There are additional local facilities such as children's play equipment and informal recreation areas and parks serving these areas and the other settlements in the Borough. Most of these are controlled by Parish Councils. Meeting the future recreation needs of the Borough's population will be a key issue. The Council has identified the need to consider the role of the Andover Leisure Centre and Romsey Sports Centre. With respect to those open spaces which the Council manages a programme of improvements which has been identified in its Green Spaces Strategy (2007).

2.56 The Council has developed a Green Infrastructure Strategy (2014) which will draw together a range of initiatives which aim to retain and enhance existing provision and promote new provision and public access to it. A key issue will be how to secure and manage the provision of new facilities, the management of existing public spaces and access to natural green space.

Health and Wellbeing

2.57 The Community Plan aim is 'to promote and improve the physical, mental and social health and wellbeing of residents of Test Valley'.

- 2.58** The health of the population of Test Valley is generally better than the national average. The Indices of Multiple Deprivation show that of 354 local authority areas, Test Valley ranks 286th (where 1 is the most deprived)²². The Borough has a low rate of child poverty, however, there are still around 2,300 children living in poverty²³.
- 2.59** Evidence shows that green and open spaces decrease health inequalities, increase life expectancy and generally have a positive impact on health and wellbeing²⁴. The latest Active People survey results (April 2012 to April 2013) for Test Valley show that 37.4% of the adult population participated in sport and active recreation, at moderate intensity, for at least 30 minutes on at least 12 days out of the last 4 weeks. Participation rates in sport and active recreation are higher than the county average of 35.9% and the national average of 35.2%. However, participation rates fall below the national average of 57.3%²⁵. However, 60.3% of the population of Test Valley had done no sport or active recreation in the previous four weeks. It is estimated that 24.4% of the adult population of Test Valley and 13% of year 6 children are obese.²⁶
- 2.60** Further opportunities need to be developed to encourage local residents to increase their participation levels in sport and physical activity, which would reduce levels of obesity and promote mental wellbeing.

Transport

- 2.61** The Community Plan aim is to ensure a ‘sustainable, efficient and integrated transport network which is based on the real needs and choices of local people and visitors’.
- 2.62** The rural nature and relative wealth of most of the Borough is reflected in high car ownership rates. The percentage of households without a car was 13.5%²⁷. This high ownership rate is reflected in the high use of cars for travelling to work and low number of residents using public transport. Accessibility to services in the rural area is quite poor with rural households located further away from key facilities than both the rural county and regional averages.
- 2.63** The majority of journeys within the Borough are made by car. There has been significant investment in road infrastructure in Andover as part of its planned expansion. Consequently, low levels of congestion and high car ownership means most journeys are made by car. However within parts of the town there is a greater reliance on public transport.

22 The English Indices of Deprivation 2010, CLG, 2010

23 Health Profile: Test Valley, English Public Health Observatories, 2013

24 Great Outdoors: How our Natural Health Service Uses Green Space to Improve Wellbeing, Natural England, 2010

25 Adult Participation in Sport and Active Recreation, Sport England, 2013

26 Health Profile: Test Valley, English Public Health Observatories, 2013

27 Census 2011, ONS, 2012

- 2.64** In Southern Test Valley the 2011 Census indicates that there is high car usage for journeys to work, however, within the town car usage is significantly lower than for trips out of the town.
- 2.65** Southampton is a key destination for employment, shopping and leisure activities. It experiences significant movements by car in and out of the city. Transport for South Hampshire and Isle of Wight (TfSH) has identified a case for park and ride locations on the edge of the city including one in Southern Test Valley.
- 2.66** In the rural parts of Test Valley public transport is limited and there are few opportunities for non-car based trips. Community transport schemes play an important role in providing access to key facilities and destinations for those who have limited or no access to a car.
- 2.67** The Borough is served by a network of bus services within the built-up areas of Andover, Southern Test Valley and to a lesser extent, the rural communities. Longer distance services also operate to centres outside the Borough such as Salisbury and Winchester.
- 2.68** Two main railway lines pass through the Borough: London – Exeter with stations at Andover and Grateley; and Bristol – Southampton with stations at Dean, Mottisfont and Dunbridge, and Romsey. There is also a local passenger service from Romsey to Southampton via Chandler’s Ford and Eastleigh.
- 2.69** Cycling as a means of transport accounts for only a small percentage of trips within the Borough. In terms of the number of trips use is less than the national average. The existing network is fragmented particularly in the older more established urban areas. However, there is potential to develop cycling as an activity, as both Andover and Romsey are relatively compact towns and distances to key destinations are relatively short. Within the more recent large-scale developments at Andover and Valley Park, a comprehensive network of routes has been developed as an integral part of the transport network.
- 2.70** Outside of the larger urban areas there are few dedicated cycle routes and on higher traffic roads, cycling may be less appealing to many residents. The Council’s Cycle Strategy is seeking to develop links to Andover and Romsey from the adjoining villages as and when opportunities are available. The quieter rural roads and public rights of way have potential to provide attractive leisure routes.
- 2.71** The Council, together with the County Council, has prepared three Access Plans²⁸ for the Borough which provide a framework for securing investment in the area’s transport infrastructure. The County Council has also produced a number of Countryside Access Plans which aim to improve the Rights of Way Network. The Council has produced a Cycle Strategy which seeks to develop the Borough’s network of routes linking key destinations such as the town centres to adjoining residential areas, schools and major employment areas. The Strategy also identifies proposals to develop routes out of the larger settlements and adjoining rural villages.

28 Romsey Town Access Plan, Test Valley Access Plan, Andover Town Access Plan.

2.72 The key issues are how the reliance on the private car could be reduced particularly for local journeys within Andover and Romsey, how to provide for and improve the transport needs of those living outside of the major towns of the Borough and the future funding of transport schemes.

Community Safety

2.73 The Community Plan aim is ‘to ensure that people in all parts of the Borough enjoy a quality of life that is undiminished by crime, fear of crime and anti-social behaviour’.

2.74 Overall, Test Valley is a low crime area with the majority of crime types continuing to fall for example figures for the year 2012/13 show that Violent Crime saw a decrease of 9.34% and reported incidents of Other Theft and Handling falling by 12.44%. Incidents of Anti-Social Behaviour recorded fell by 1,486 from 4,938 to 3,452, representing a decrease of 30% year on year²⁹.

2.75 There are, however, occasional instances of crime and anti-social behaviour that occur in some areas more persistently than in others. Some residents can therefore be disproportionately affected by these problems. Addressing these issues in the locations where they occur will be the most effective way in which Test Valley Community Safety Partnership, which the Council is a member, can respond. One of the key national themes is designing out crime. The Council as a planning authority can seek to create an environment which minimises the opportunity for crime through design and layout of schemes. Better designed areas can also reduce the perception and fear of crime. The key issue is to achieve well designed spaces and developments which are attractive.

Education and Learning

2.76 The Community Plan aim is ‘to promote a learning culture in the whole community and to provide education and learning that meets the needs of individuals’.

2.77 The Borough has a range of skills and knowledge within its population. It has a relatively small percentage of the population who have no qualifications (18.4%) which compares with the County average (18.5%). This demonstrates that for some parts of the Borough there is a skills and education issue. 30.5% of the population in Test Valley has level 4/5 qualifications (Degree level and above) which is above the South East (29.9%) and national average (27.4%).³⁰ 60.6% of pupils in Test Valley achieved 5 A* - C (including English and Maths) GCSEs in 2010/11. This figure is above the England average of 58.4%³¹.

29 Test Valley Strategic Assessment 2013/14

30 Census 2011 ONS, 2012

31 Health Profile 2012: Test Valley, English Public Health Observatories, 2012

- 2.78** Andover lacks some of the key features of a competitive economy including a strong pool of highly skilled people, high value jobs and strong links with universities. The proportion of highly skilled workers is below the Hampshire and regional average. Within the Education, Skills Training Index of Multiple Deprivation for Hampshire, the ward of Alamein was given a low rating³². This is identified as a weakness in the town's future economic development and a concern regarding the employment potential of those residents³³.
- 2.79** With regard to the GCSE results in Alamein and St Mary's, the average capped GCSE score is lower per pupil than the South East and national average.
- 2.80** The southern part of the Borough has a highly qualified population. The wards of Valley Park and Ampfield and Braishfield, contain the largest percentage of people with their highest qualification at Level 4/5. This exceeds the overall Test Valley percentage, and the percentage of the population in the South East and England³⁴.
- 2.81** The rural area has the highest percentage of highly qualified residents employed in higher order occupations.
- 2.82** The Council has had some success in securing funding for training programmes from major developments within the Borough at Andover Business Park and Adanac Park, Nursling. The key issue is how to improve the level of skills and education attainment within the Borough and in particular, those areas where shortcomings have been identified.

32 A Profile of Hampshire, HCC, 2011

33 Test Valley Borough Profile, ONS, 2009

34 Test Valley Borough Profile, ONS, 2009



3 Objectives and Spatial Strategy

3 Objectives and Spatial Strategy

3.1 The purpose of this chapter is to build on the key issues and identify the foundation for the policies contained within the following chapters. This has been done by identifying objectives for the various issues which have informed the development of a spatial strategy. The purpose of the strategy is to provide a framework for the future of the Borough which responds to the local issues which have been identified and how the Local Plan intends to help resolve them.

Objectives

3.2 A number of objectives have been identified for each theme taking account of the issues facing the Borough and the local circumstances. These objectives help establish the policy direction for the Plan. The 15 objectives identified are listed below in theme order.

Local Communities

- 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.

Local Economy

- 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.

Environment

- 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 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.

Leisure, Health and Wellbeing

- 11) Provide for leisure, recreation, culture and tourism needs.

12) Creating opportunities for improving the health and wellbeing of communities.

Transport

13) Encourage use of public transport, cycling and walking networks to help reduce reliance on cars and provide choice.

Community Safety

14) Create high quality, low crime environments and spaces.

Education and Learning

15) Raise skill levels and reduce economic disparities across the Borough.

Spatial Strategy

3.3 The themes and objectives have been used in developing the Council's Spatial Strategy which is contained in Table 3. Each objective has a specific spatial statement which sets out how the Council intends to help meet the objectives. In some cases it provides certain details which are central to delivering the objectives. Table 3 demonstrates the links between the objectives, the spatial statements and the relevant policies necessary to deliver them.

3.4 Table 3 also contains reference to the 12 Core Planning Principles of the National Planning Policy Framework³⁵. This is in order to demonstrate how the Spatial Strategy reflects the overarching principles behind plan making and decision taking.

3.5 A key diagram has been produced and is contained below after Table 3.

35 Paragraph 17 National Planning Policy Framework, 2012

Table 3: Spatial Strategy

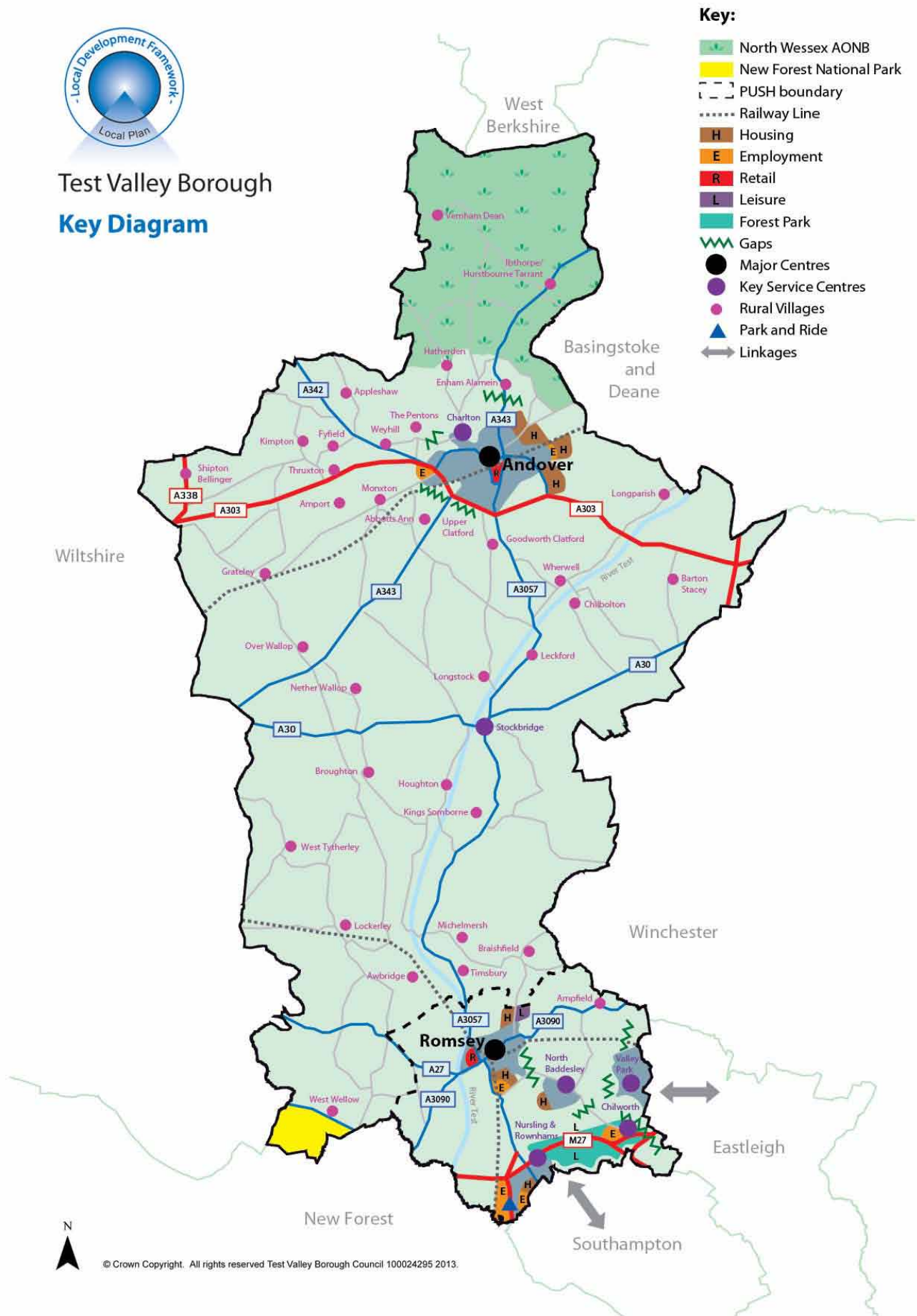
Objective	Spatial Statement	Policy	NPPF
Local Communities			
1, 2, 3	<p>The Council will help provide a minimum of 10,584 new homes of different types and tenures over the Plan period. This number is based on local evidence and will help meet demographic needs, support economic growth and a significant element of housing need. A mix of homes should be provided to meet the needs of the residents of the Borough.</p> <p>The Council will meet its proportion of the Partnership for Urban South Hampshire housing requirement to 2026 within its housing requirement for Southern Test Valley.</p> <p>The allocations required to meet the housing requirements will be located in sustainable locations and have access to a range of facilities and services.</p> <p>The Council will seek a proportion of affordable units from all residential development to help those residents in housing need.</p>	SD1, COM 1 - COM15	1, 2, 3, 8, 9
Local Economy			
4, 5	<p>The Council will help provide additional employment land to support the local and sub regional economy. The Council will protect existing strategic employment sites and where appropriate all other employment sites within the Borough to ensure a range and choice is available.</p> <p>For the town centres of Andover and Romsey and Stockbridge local centre the Council will seek to maintain their vitality and viability and allow them to adapt to changing shopping patterns.</p> <p>The countryside of the Borough is multi-functional and supports a variety of employment. Allowing rural employment sites to expand, the re-use of existing buildings and the promotion of tourism will help support the rural economy.</p>	SD1, LE1 - LE18	1, 3, 9

Objective	Spatial Statement	Policy	NPPF
Local Environment			
6, 7, 8, 9, 10	<p>The Council will help to protect, conserve and enhance the Borough's natural and built environment including wildlife, landscapes and heritage. The Council can utilise its existing portfolio of documents such as Conservation Area appraisals, Village Design Statements and the Biodiversity Action Plan as well as the information from statutory bodies to help protect those elements of the Borough.</p> <p>Maintaining the identities of individual settlements through physical separation and by encouraging the use of design, layout and materials which reflect the distinct character of the settlements.</p> <p>As the Borough's water resources are restricted for further water abstraction the Council intends to seek measures to minimise water consumption and promote water efficiency.</p>	SD1, E1- E9	1, 2, 4, 5, 6, 7, 9, 10
Leisure, Health and Wellbeing			
11, 12	To help continue to support the healthy lifestyle that many residents of the Borough have the Council will help deliver a variety of different forms of recreation and leisure, including allotments, and identify areas of Green Infrastructure.	SD1, E6, LHW1 – LHW4	9, 12
Transport			
13	<p>By locating development in sustainable locations the Council will encourage the use of non-car modes of travel whilst recognising that in rural Test Valley that option is not always feasible.</p> <p>The Council will work with the County Council and transport operators to improve and increase the use of alternatives to the private car by securing investment to existing infrastructure and through the implementation of new facilities.</p> <p>The Council will need to be satisfied that there are safe, convenient and well designed routes and access points for both existing and future users.</p> <p>The Council will continue to work with neighbouring authorities to assist in proposals which aim to reduce the reliance on the private car.</p>	SD1, T1 – T3	11

Objective	Spatial Statement	Policy	NPPF
Community Safety			
14	The Council will ensure that the design and layout of schemes do not create environments which are unsafe and have the possibility to encourage crime.	SD1, CS1	12
Education and Learning			
15	<p>To help meet the needs of local employers, maintain a competitive economy and raise skill levels within the community the Council will encourage developers to take part in apprenticeship schemes and seek contributions from large scale development to support training initiatives.</p> <p>To work with the Local Education Authority to make available places in school within the Borough for residents.</p>	SD1, ST1, COM3 – 6A, COM15 LE1- LE9	3, 12



Test Valley Borough
Key Diagram



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4 Delivering Sustainable Development

4 Delivering Sustainable Development

- 4.1** At the centre of the Council's Spatial Strategy is the principle of sustainable development. Sustainable development is at the heart of good planning and in making the right decisions for this and future generations. The three elements of sustainable development – social, economic and environmental – need to be considered jointly and not in isolation.
- 4.2** The Local Plan has been written to provide the starting point for guiding growth and creating and delivering sustainable development. This echoes the approach of Government guidance set out in the National Planning Policy Framework (March 2012). This Plan, following advice from Government is to include a policy³⁶ which sets out the presumption in favour of sustainable development.

Policy SD1: Presumption in Favour of Sustainable Development

Development that accords with the policies in the Revised Local Plan (and, where relevant, with policies in neighbourhood plans) will be approved through the correct planning process without delay, unless material considerations indicate otherwise.

Where there are no policies relevant to the application or relevant policies are out of date at the time of making the decision then the Council will grant permission unless material considerations indicate otherwise – taking into account whether:

- a) any adverse impacts of granting permission would significantly and demonstrably outweigh the benefits, when assessed against the policies in the National Planning Policy Framework taken as a whole; or
- b) specific policies in that Framework indicate that development should be restricted.

- 4.3** When considering development proposals the Council will take a positive approach that reflects the presumption in favour of sustainable development except where it would compromise the key sustainability principles contained within the policies of the Local Plan and in the National Planning Policy Framework (NPPF). It will work proactively with applicants and key partners to seek solutions which mean that proposals secure development that improves the economic, social and environmental conditions in the area. To assist the Council in making decisions development proposals should be well thought through and supported by the appropriate evidence. Proposals which are not fully justified in terms of the three elements of sustainable development are unlikely to be considered favourably.

36 <http://www.planningportal.gov.uk/planning/planningsystem/localplans>

- 4.4** The Local Plan looks forward to the next 18 years. Over this time there may be instances where it is silent on a particular issue or where the policy may have become out of date. Should this occur the Council will need the applicant to demonstrate that the benefits outweigh the adverse impacts and that there is no conflict with specific elements of the NPPF. By doing this the principles of sustainable development can still be achieved.



5 Local Communities

5 Local Communities

- 5.1** The Borough comprises a number of settlements each with their own community identity ranging from the larger towns of Andover and Romsey to small rural villages. These settlements are set in attractive countryside of a high landscape quality. The issues they face and what helps create and sustain them are very similar i.e. availability of housing, employment, education, cultural and recreation facilities.
- 5.2** Through this Plan the Council aims to deliver new development in a sustainable way. This chapter sets out how it proposes to address the key issues and meet the objectives identified. This includes making provision for new housing through the allocation of land, facilitating development within existing settlements and within the countryside where justified.

Establishing the number of homes

- 5.3** Providing the right number of new homes for people in Test Valley is one of the most important challenges the Council faces. The Council has undertaken its own up-to-date assessment of the number of homes it needs in the context of its responsibilities under the Localism Act 2011.
- 5.4** To inform its consideration of the number of homes it needs to provide and in line with guidance within the NPPF and National Planning Practice Guidance (NPPG) March 2014, the Council has commissioned consultants to assess the level of housing need based on demographics, growth in jobs and affordable housing need.
- 5.5** A Test Valley Strategic Housing Market Assessment (SHMA) (2013)³⁷ has been prepared which covers the whole of the Borough. This takes the form of an addendum to and uses the same methodology as the South Hampshire SHMA which has been prepared jointly with other local authorities within the south Hampshire sub-region through the Partnership for Urban South Hampshire (PUSH) which covers the southern seven parishes of Southern Test Valley only. The addendum has taken into account the housing position of neighbouring authorities.

37 Test Valley Strategic Housing Market Assessment, Justin Gardner Consulting, 2013

- 5.6** The SHMA has confirmed that there are two separate housing market areas within the Borough, which justifies maintaining a split housing requirement. Southern Test Valley forms part of the western or Southampton sub-area of the south Hampshire housing market area. The rest of the Borough lies within the central Hampshire housing market area. Within this area Andover has the characteristics of a self-contained sub-area market, due to its significant degree of self-containment of the local labour market and relative distance from other larger settlements. The boundary between the two housing market areas reflects the degree of the interrelationship between southern Test Valley and its adjoining area to the south as part of the south Hampshire sub-region. This boundary is recognised by PUSH and by the Solent LEP and Enterprise M3 LEP.
- 5.7** The SHMA has produced scenarios based on demographic, affordable housing need and economic models. As a result of the updated information and the production of the SHMA the scenario outputs have changed in comparison to those considered by the Council in the Preferred Approach document.
- 5.8** Prior to commissioning by the PUSH authorities of a SHMA for south Hampshire, the Council had retained consultants Nathaniel Lichfield & Partners (NLP) to undertake work on future housing requirements in 2011. Updates in 2012 and 2013 were also commissioned to provide a measure of consistency with the work undertaken within the Council's Sustainability Appraisal (SA) of options. For the purposes of identifying the housing requirement in line with the advice in the NPPF, it is the SHMA which forms the key evidence for deciding on the amount of housing proposed in this Plan.

Demographic Scenarios

- 5.9** The National Planning Practice Guidance (NPPG) March 2014 states that Government household projections should provide the starting point for assessing housing need. The demographic options suggest a range between 147 and 485 dwellings per annum (dpa). Those at the lower end of the range, have the potential to result in a reduction, or limited growth, in the labour supply which would not accord with the aspirations for the growth of the local economy. In addition development at the highest end of the range is unlikely to deliver the target level of affordable housing delivery identified in the Council's Housing Strategy³⁸. For these reasons a demographic option is not preferred.

38 Test Valley Housing Strategy 2012 – 2015

Economic Scenarios

- 5.10** The SHMA has produced economic scenarios based on job forecasts. The jobs forecast of Experian (2013 Quarter 1 data) of 439 jobs per annum (jpa) assumed in the SHMA, suggests a higher average growth in jobs in the Borough's economy than previously modelled in earlier evidence. The NPPG (March 2014) suggest that employment trends should be taken into account in determining housing numbers through an assessment of the likely change in job numbers based upon past trends and/ or economic forecasts and having regard to the growth in working age population. Such an approach also links to the Council's proposals for employment land allocations to provide for future economic growth.
- 5.11** The economic scenarios would result in a higher level of housing to help support economic growth. The economic scenarios using the latest 439jpa forecast results in a range between 566dpa and 758dpa and vary depending on the assumptions made on future work patterns. The variances include the number of residents in work and the level of commuting in and out of the Borough. The higher end of the range would see an annual figure in excess of previous annual delivery rates (see Table 4). There is a concern that such a housing requirement would be undeliverable on the basis of potential market demand and one which could be very difficult to sustain throughout the lifetime of the Plan. The lower end of the scale would still be in excess of the all the demographic scenarios and would help to meet the housing need.

Housing Scenarios

- 5.12** The housing led scenarios range between 292 and 834dpa. A figure of 292dpa assumes that all units are affordable. This exceeds the Council's corporate target of delivering 200 affordable units per annum³⁹. A figure of 834dpa dwellings could deliver the objectively assessed affordable housing need (of 292dpa), however this relies on open market housing development delivering affordable housing as sought in line with Policy COM7. This is not considered to be realistic or deliverable, in the absence of sufficient demand for private housing. There are concerns regarding the ability overall of the market to deliver this level of development continuously over the plan period and of the capacity of the construction industry to build. Achieving a greater proportion of affordable housing overall from private housing development above that sought by Policy COM7 is not considered viable. There is no alternative mechanism to provide the scale of affordable housing by other means, given the lack of alternative finance. However, in meeting the need for 292 affordable dpa, the private rented sector will also contribute to meeting the needs of households unable to access market housing without subsidy.

- 5.13** A housing figure of 834dpa would result in the substantial growth of those seeking employment above that which the local economy could support in terms of job creation. This would result in a significant increase in unsustainable out-commuting. Levels of in-migration would also be significantly in excess of what has been previously forecast to be achieved for the Borough. It is unclear if such numbers could be achieved in the future given the size and characteristics of the Borough's economy and Andover's relatively self-contained housing market.
- 5.14** There is also some uncertainty regarding the available water supply and waste water treatment capacity serving Andover and the surrounding villages, which may affect the water quality of the River Test.

Housing Requirement

- 5.15** A realistic approach to the scale of development which is deliverable needs to be taken, particularly having regard to the condition of the economy in the short and medium term. A review of housing completions (Table 4) shows completions achieved in the period since 2000. Any significant uplift would require an increase in underlying demand supported by the availability of finance and an increase in the capacity of the building industry⁴⁰.

Table 4: Net housing completions (2000/01 – 2014/15)⁴¹

Year	Northern Test Valley	Southern Test Valley	Total Test Valley
2000/01	110	265	375
2001/02	206	108	314
2002/03	480	112	592
2003/04	462	21	483
2004/05	250	65	315
2005/06	239	135	374
2006/07	61	227	288
2007/08	223	116	339
2008/09	93	54	147
2009/10	295	143	438
2010/11	369	19	388
2011/12	437	86	523
2012/13	467	203	670
2013/14	359	183	542
2014/15	668	212	880

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

41 TVBC Authority Monitoring Report 2013/14 and HCC completion figures.

- 5.16** The SHMA concludes that taking account of current market factors there is no evidence of a particular supply and demand imbalance problem at present in the local housing market and it compares favourably to the conditions of the market across South East as a whole. However a modest increase in the requirement (from 501dpa of the South East Plan) would be appropriate to ensure that future supply does not constrain household formation or exacerbate trends of rising house price and lack of affordability. If market conditions improve, then delivery of such a modest upward adjustment could be sustained.
- 5.17** The housing requirement of the Plan seeks to support economic growth, meet the demographic needs of the Borough, and provide for housing need. The figure proposed should be challenging but realistic and capable of being delivered over the plan period. The Council in identifying a figure has also taken account of the shortfall in completions 2006-2011 against the South East Plan.
- 5.18** Having considered the findings of the SHMA, the Strategic Housing Land Availability Assessment (SHLAA) and the Sustainability Appraisal, it is proposed that the Borough's annual requirement should be 588 dwellings per annum⁴². This approach would fully meet all household and population projections, taking account of migration and demographic change, and provide for economic growth with an increase in the labour force of 439 jobs per annum (jpa).
- 5.19** It is considered that an economic scenario based upon an up to date jobs forecast is appropriate and is higher than all the demographic scenarios. This includes when taking account of a potential increase in the household formation rate after 2021, which may have been suppressed in recent years, due to the recession. This would provide for deliverable economic growth.
- 5.20** The 588 dwellings per annum scenario assumes the proportion of Test Valley residents in employment increases to 81.0%, but that commuting patterns remain constant. These are considered to be reasonable assumptions, as a Test Valley employment rate above 80% was achieved from 2004 to 2008 and the trend is towards more women and older people working, and due to the characteristics of the local economy. A figure based upon potentially reducing the level of commuting is not considered appropriate given the Borough's location in relation to the wider South East economy.
- 5.21** The proposed figure would deliver 206 affordable units a year, which would achieve the Council's corporate target of 200 affordable dwelling per annum, assuming affordable housing is achieved in line with what is sought under Policy COM7 overall and the current affordable housing backlog is spread over the plan period as a whole. Over time this would also meet a greater proportion of affordable housing need and reduce reliance on the private rented sector.

42 Test Valley Strategic Housing Market Assessment, Justin Gardner Consulting, 2013 - PROJ Ba

- 5.22** The Council has worked with other PUSH authorities to ensure a consistent evidence base in South Hampshire. For the rest of Test Valley, the SHMA takes account of the housing market within which this is located. The proposed housing requirement figures do not rely upon any neighbouring authorities to meet the Borough's own housing need. Similarly, no request has been received from any neighbouring authorities, for the Borough to contribute towards meeting their housing need.
- 5.23** The housing requirement over the plan period will be met through completions, existing commitments and strategic allocations. A proportion of the housing requirement will be met through acceptable sites identified in the SHLAA⁴³ and windfall sites which are likely to come forward as a consequence of the Council's new approach to defining settlements and community led development. The level of windfalls assumed has been informed by past trends in accordance with NPPF guidance and does not include garden land within its assumptions.

The Split Housing Requirement

- 5.24** Since the 1980s the housing requirement for the Borough has been divided into two parts. This is to reflect the different housing market areas and the close relationship the southern part of the Borough has with the South Hampshire Sub-Region. This characteristic has been recognised by successive Structure Plans and the South East Plan. The Partnership for Urban South Hampshire (PUSH) boundary includes the seven southern parishes⁴⁴. This boundary has been used in producing the SHMA which supports the concept of two separate housing market areas within the Borough.
- 5.25** A 67:33 split between Northern Test Valley and Southern Test Valley is proposed based on job forecast data. It also reflects the Council's aspiration for Andover to maintain its degree of self containment of the labour market and aspirations to increase the population in order to sustain additional leisure and retail facilities. This range sits within the middle of the range of 58:42 to 71:29 suggested to be considered further by NLP, taking account of the greater population and larger geographical extent of Northern Test Valley.
- 5.26** The proposed apportionment for Southern Test Valley reflects the refreshed South Hampshire Strategy (2012) prepared by PUSH which sets a figure of 2,950 dwellings 2011-2026. To reflect the predominantly rural area of Northern Test Valley, the housing requirement of 6,444 has been further split to provide a rural Test Valley and an Andover figure. The rural figure of 36 dwelling per annum for Rural Test Valley is a minimum and would be made up of rural exception affordable housing, community led development or other applications coming forward. Subject to relevant policies in the plan, a higher number of dwellings could be delivered in Rural Test Valley.

43 Strategic Housing Land Availability Assessment, TVBC, 2013

44 Ampfield, Chilworth, North Baddesley, Nursling & Rownhams, Romsey Extra, Romsey Town, Valley Park

Policy COM1: Housing Provision 2011 – 2029

The housing requirement for the Borough is a minimum of 10,584 homes. Their delivery will be met through completions, commitments, unplanned development and the allocation of strategic sites.

Area of the Borough		Minimum Housing Requirement for 18 year Plan Period (per annum figures provided in brackets)	
Andover	Northern Test Valley	6,444 (358)	7,092 (394)
Rural Test Valley		648 (36)	
Southern Test Valley		3,492 (194)	
Borough Wide Total		10,584 (588)	

- 5.27** Policy COM1 sets out the total amount of housing to be delivered over the plan period. The housing requirement for the two areas has been derived following the approach set out in the earlier section. Given that there are two separate housing market areas, it is inappropriate, where a housing shortfall is identified within one housing area, for it to be accommodated within the other.
- 5.28** The annual figures are included to aid monitoring and to ensure a five years supply of deliverable sites. The annual figure is not a ceiling to prevent additional development.
- 5.29** To provide a long term view the Council is proposing to plan for the period to 2029. The base date is 2011, although account has been taken of completions 2006-2011 to demonstrate how the Plan relates to the revoked South East Plan.
- 5.30** The character of the Borough and the scale of development to be accommodated mean that most of the new homes will be built on greenfield sites. The Council is not proposing a target for development on Previously Developed Land (PDL) (also known as brownfield land) but does support the approach of development of brownfield land wherever appropriate. The Council has not specified individual densities for particular sites or areas. The density of individual proposals should be informed by the character of the site and its surroundings and be sympathetic to it.
- 5.31** The new homes built over the plan period should provide a mix of sizes and types to meet the demographic changes of the Borough and the results of the Strategic Housing Market Assessment. The SHMA identified a need for a variety of house types. It also identified a number of household groups which may have particular housing needs. This includes:
- Older people
 - People with disabilities

- Households with children
- Young people

- 5.32** In some circumstances people are unable to afford to move to a different type of dwelling in order to adapt to their changing demands. To help the Council will encourage new homes to be built to a 'lifetime homes' standard.
- 5.33** In common with the rest of the country Test Valley has an increasingly ageing population. To help support older people there will be an increased demand in sheltered, extra care housing and housing specifically designed to meet the needs of older people. The Council will consider proposals positively if they help meet the Council's Housing Strategy aims.
- 5.34** The existing housing stock needs to be retained in order to maintain the number and mix of dwellings available. Where a proposal would result in an impact on the existing housing stock the Council would need to be satisfied that the loss of the dwellings are justified.

Current Housing Position

- 5.35** In determining how much greenfield land needs to be allocated the Council has taken into account the amount of housing that is likely to come from a range of sources. This is set out in Tables 5 and 6 for Southern and Northern Test Valley respectively.
- 5.36** The SHLAA sites within the existing and proposed settlement boundaries have been included in the proposed supply as the principle of development is acceptable, they have not been put forward as allocations.
- 5.37** Within Southern Test Valley, there are three existing strategic sites which have planning permission. These are identified within completions figures and as existing commitments. The greenfield sites at Abbotswood, Romsey and Redbridge Lane, Nursling can provide the housing required in the short and medium term. The Romsey Brewery site is a brownfield site in the centre of Romsey. Delivery of this site is anticipated to come forward over the course of the plan period. There are also a number of smaller greenfield sites which have permission but have yet to commence.

Table 5: Housing Requirement - Southern Test Valley

	Number of dwellings	Total
Requirement	3492	3492
Completions	472	3020
Commitments	1296	1724
SHLAA – Identified Capacity	47	1677
Unplanned sites ⁴⁵ 2015/16 – 2028/29 @ 16 units /year	224	1453
Residual Requirement		1453
Residual Requirement +10%		1598

5.38 Within Northern Test Valley there are three existing strategic sites with planning permission. They are identified within completion figures and as existing commitments. The greenfield sites at East Anton, Picket Twenty and Picket Piece can provide the majority of the housing required over the plan period.

Table 6: Housing Requirement – Northern Test Valley

	Number of dwellings	Total
Requirement	7092	7092
Completions	1263	5829
Commitments	3573	2256
SHLAA – Identified Capacity	1023	1233
Unplanned sites ⁴⁶ 2015/16 – 2028/29 @ 35 units / year	490	743
Residual Requirement		743
Residual Requirement +10%		817

5.39 There are no proposals to allocate housing sites within the rural villages. However, through rural exception sites and development on infill sites as a result of the revised settlement boundaries a contribution to the housing supply is justified. Additional housing may come forward as a consequence of community led initiatives either based on the proposed policy COM9 or Neighbourhood Planning.

45 Windfall

46 Windfall

- 5.40** The strategic allocations within the Local Plan include the key requirements to make the development acceptable. Any site coming forward that is not an allocation will need to be considered against all relevant policies within the Local Plan and other legislation including that affecting international ecological designations.
- 5.41** To provide flexibility should some of the identified supply not come forward as anticipated the Council has applied a number of discounting measures when calculating its housing land supply. These measures include a 10% discount to the total of outstanding permissions (existing commitments) to account for possible non-implementation of sites of 1 – 4 dwellings. In addition the Council has included a 10% cushion on the residual requirement.
- 5.42** The Council has assumed an allowance from unplanned sites for both Northern and Southern Test Valley. This is on the basis of past trends from the number of sites coming forward from previously developed land. The detail of this approach is contained within the Housing Topic Paper.

Settlement Hierarchy

- 5.43** A key role of the Local Plan is to determine the most sustainable locations for new development. The purpose of the hierarchy is to provide a basis for the distribution of development across the Borough in sustainable locations. This hierarchy is based upon the settlements' current characteristics, population, and access to a range of services and facilities⁴⁷.

Policy COM2: Settlement Hierarchy

Within the boundaries of the settlements identified in the hierarchy (Table 7) and identified on inset maps 1 - 55 the principle of development and redevelopment will be permitted provided that it is appropriate to the other policies of the Revised Local Plan.

Development outside the boundaries of settlements in the hierarchy (as identified on map 1 - 55) will only be permitted if:

- a) it is appropriate in the countryside as set out in Revised Local Plan policy COM8-COM14, LE10, LE16- LE18; or
- b) it is essential for the proposal to be located in the countryside.

⁴⁷ Services and facilities include shop, bus route, primary school, employment and public house.

- 5.44** The hierarchy shows that the settlements with the widest range of facilities are Andover and Romsey which have been identified as major centres. Charlton, Stockbridge, North Baddesley, Nursling and Rownhams and Valley Park are identified as key service centres. The latter three are located close to Southampton and Chandler's Ford. All these settlements have access to at least eight of the identified facilities. Chilworth is also identified as a key service centre, and is located close to both Southampton and Chandler's Ford, but does not have the same number of facilities as the others listed. The proximity of facilities outside of the settlement boundaries and those outside the Borough boundary have been considered.
- 5.45** The settlements within the 'Rural Villages' category do not contain the range and number of facilities and services or have the accessibility of the first two categories to support strategic development allocations. However, because of the level of facilities available to help support and sustain communities either individually or shared, some additional development may be appropriate.
- 5.46** The Council is committed to creating and maintaining sustainable settlements. To do this it supports the principle of the social and economic element of sustainable development whilst ensuring that proposals do not conflict with the policies which aim to respect the environment for example the character of the area or important landscape features. The policy recognises that development and redevelopment within the settlements identified in the hierarchy is acceptable in principle. The approach taken by the Council is to define new boundaries for each settlement within the hierarchy. Those areas outside of the defined boundary are classed as countryside for the purpose of planning policy.
- 5.47** Some schemes, such as those submitted under the rural exception affordable housing or community led development policies, are likely to come forward on sites outside of the defined settlement boundary. Such schemes may be acceptable if they meet social or economic needs of that community. Parish Councils may wish to bring forward Neighbourhood Development Plans which include proposals for additional development. The choice of sites could be either within or outside of settlement boundaries provided that the site selection takes into account the principles of sustainable development and the relevant policies within the Local Plan.
- 5.48** Proposals for small-scale employment development within existing settlements can help to sustain the economy as well as provide jobs that are easily accessible to local residents. The Council will adopt a flexible approach to the development of new employment sites or the expansion of existing employment uses in settlements provided that the impact on the area and nearby residents is acceptable when judged against the relevant planning policies.
- 5.49** Development away from the defined settlements is unlikely to meet all the elements of sustainable development particularly the access to a range of facilities. Any proposals would need to demonstrate that the overall social and economic benefits outweigh the disadvantages of a location which is relatively remote from facilities. In some cases it is essential for a development to be located in the countryside. For example occupational accommodation or the re-use of buildings.

Table 7: Settlement Hierarchy

Hierarchy Designation	Associated Scale of Development	Settlement
Major Centres	<ul style="list-style-type: none"> • Strategic allocations • Windfalls • Replacement dwellings • Community-led Development • Strategic Employment Sites • Small scale employment development • Main Town Centre Uses 	Andover Romsey*
Key Service Centres	<ul style="list-style-type: none"> • Strategic allocations • Windfalls • Replacement dwellings • Community-led Development • Rural Affordable Housing sites (Stockbridge only) • Strategic Employment Sites • Small scale employment development 	Charlton Chilworth* North Baddesley Nursling & Rownhams Stockbridge* Valley Park
Rural Villages	<ul style="list-style-type: none"> • Windfalls • Rural Affordable Housing sites • Replacement dwellings • Community-led Development • Small business uses • Re-use of Buildings 	Abbots Ann*, Ampfield*, Ampport*, Appleshaw*, Awbridge, Barton Stacey, Braishfield*, Broughton*, Chilbolton*, Enham Alamein*, Fyfield, Goodworth Clatford*, Grateley, Hatherden, Houghton, Hurstbourne Tarrant, Ibthorpe, Kimpton, King’s 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	<ul style="list-style-type: none"> • Replacement dwellings • Re-use of buildings • Rural Affordable Housing sites • Community-led Development • Employment sites in the Countryside. • Small business uses 	All other villages

* adopted village design statement

Identifying Strategic Sites

- 5.50** In identifying the proposed strategic sites the Council was informed by the sustainability appraisal process in combination with the evidence collected and national guidance. The principles of sustainable development were the starting point. The appraisal has taken account of the influence of settlements outside the Borough including Chandler's Ford, Eastleigh, Southampton and Ludgershall.
- 5.51** The Council's approach to assessing the options for allocating strategic sites has followed a number of steps. Firstly broad areas of search were identified and appraised. The merits of sites within the preferred areas of search were then appraised and compared one with another. The merits of the sites within the broad areas which had fared less well were also appraised to ensure that the more strategic approach had not overlooked the potential of individual sites.
- 5.52** The sites identified were those promoted through the Strategic Housing Land Availability Assessment (SHLAA)⁴⁸ that lie within the broad areas of search. Those SHLAA sites that fall within the broad areas of search, and have a capacity of 50 or more dwellings, have been appraised. These sites are listed in Annex C. Those sites within the broad areas of search which have a capacity of 5 or more dwellings and are immediately adjacent to another SHLAA site which could form part of a wider strategic site have also been appraised.
- 5.53** In respect of assessing the reasonable alternatives, i.e. the combination of sites, the Council considered a number of options and combinations before identifying the preferred strategic allocations. The outcome of this process is summarised in the sustainability appraisal.

Southern Test Valley

- 5.54** The character of the area is one of settlements separated by areas of countryside. These areas help create a sense of identity which is valued by these communities. At the same time it is important to recognise the economic and social links between them and the larger urban areas outside of the Borough. The area forms part of the South Hampshire sub-region identified in the former South East Plan and is part of the Partnership for Urban South Hampshire (PUSH).
- 5.55** For Southern Test Valley, the broad areas of search considered were; two on the edge of Southampton, one near Chilworth and one around Nursling and Rownhams, Valley Park, Romsey and North Baddesley. The relationship between the settlements of Southern Test Valley and the adjoining areas of Southampton and Chandler's Ford is important to recognise for access to employment and services.

48 Strategic Housing Land Availability Assessment, Test Valley Borough Council, 2013

- 5.56** The Council looked at the merits of individual sites and a combination of sites to meet the needs of Southern Test Valley. Focussing all the strategic development in one area was considered to be a potential risk to local infrastructure capacity. An alternative option would be dispersed development across the area, incorporating a number of different sites. The merits of these alternatives were considered in the Sustainability Appraisal which is available on the Council's website.
- 5.57** In general terms the sustainability appraisal identified that none of the sites assessed performed better than all the others in all regards. In addition, none of the sites were absolutely ruled out by any of the constraints. However, there were factors that resulted in some sites being considered less suitable, for example as a result of ecological interests, landscape impacts or accessibility.
- 5.58** The appraisal process has highlighted the impact of development in the undeveloped areas which separate settlements in Southern Test Valley, including the areas of woodland, which reinforces the sense of separation and distinctiveness. Access to facilities is reasonably good with access to the bus and rail stations at Romsey highlighting the town as being well placed to promote non-car modes of travel compared with other settlements.

Northern Test Valley

- 5.59** The appraisal of the impact of development and the options for where it could be located has followed the same approach as for Southern Test Valley. The details for Northern Test Valley in terms of broad areas of search, individual sites and combinations of sites are contained within the Sustainability Appraisal.
- 5.60** For Northern Test Valley, the broad areas of search were focused on Andover, the existing settlement, as well as areas to the north, north east, south, south east, south west and north west of the town. There are no broad areas of search relating to the potential for new settlements, this is based on issues of delivery and infrastructure availability. No broad areas were identified in the rural areas due to focusing allocations on sustainable settlements apart from Stockbridge and on the edge of Ludgershall (within Wiltshire) given their level of facilities.
- 5.61** The appraisal process has indicated that the existing built up area of Andover performs best out of the broad areas of search; however there may be limited opportunities for development within this area. Stockbridge performs least well out of the broad areas of search. The broad areas on the west side of Andover, along with the edge of Ludgershall option, perform less well than the options to the north, east and south of Andover – this reflects a combination of accessibility, landscape and heritage factors.

- 5.62** The appraisal has identified that most of the sites reviewed performed very similarly. The key differences highlighted related to ecology, flood risk and settlement character. In focusing future development at Andover the effect on a number of rural villages which are separated from the town by areas of undeveloped land is a factor. These areas play an important role in defining both the setting of Andover and the villages themselves.
- 5.63** In considering the scope for a combination of sites the Council reviewed a number of options, such as focusing development on a single location or dispersing development across a number of sites. The potential for some residential development in Andover town centre, as part of a mixed used scheme, has also been considered.
- 5.64** A smaller number of locations could minimise the impact on the landscape setting and the separation of the town from surrounding villages. A dispersed option would need to allocate sites in potentially sensitive locations.
- 5.65** Based on the evidence, the sustainability appraisal and taking account of national guidance the Council has identified the following sites. This includes the importance of retaining settlement character of the area and focusing development with access to non car modes of travel. The details for the choice of strategic sites are contained within the sustainability appraisal.
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Southern Test Valley

- 5.66** The southern part of Test Valley comprises seven parishes. The main settlements are the historic market town of Romsey; the settlement of North Baddesley; Valley Park which lies to the west of Chandler's Ford; Nursling & Rownhams and Chilworth, which lie just north of Southampton; and the small village of Ampfield. These settlements are set in a landscape of extensive woodland and small fields.
- 5.67** To meet the housing requirement in Southern Test Valley the Council has three existing sites with planning permission at Abbotswood and Romsey Brewery in Romsey and Redbridge Lane in Nursling. To meet the remaining requirement allocations are proposed at Whitenap, Romsey and Hoe Lane, North Baddesley. A site at Stoneham is proposed and could come forward as part of development proposals within Eastleigh Borough Council.

Policy COM3: New Neighbourhood at Whitenap, Romsey

A new neighbourhood of approximately 1,300 dwellings together with a range of facilities is proposed to the south of Romsey at Whitenap (see Map A).

Development will be permitted subject to the provision of:

- a) affordable housing provision in accordance with policy COM7;
- b) community and education facilities, including a primary school, community hall and local centre comprising a number of uses, to meet the needs of the new community;
- c) public open space provision in accordance with policy LHW1 with the parkland requirement being met on the northern boundary;
- d) landscaping to be provided including:
 - i) a landscape belt of approximately 20 metres along the southern boundary adjoining the A27/ A3057;
 - ii) a landscape belt of approximately 10 metres along the eastern boundary adjoining Mountbatten School;
 - iii) new landscape and biodiversity corridors linking Beggarspath Wood to the countryside to the south;
 - iv) retention of existing landscaping along the western boundary of the site with the A27/ A3057;
- e) retention and enhancement of Beggarspath Wood;
- f) access to the development to be provided by:
 - i) vehicular access to the A27/ A3057 junction (Ashfield Roundabout);
 - ii) vehicular access to a new junction to the east of Ashfield Roundabout
 - iii) vehicular access to Whitenap Lane to serve development at Whitenap Barns;
 - iv) pedestrian/cycle links to Botley Road, Whitenap Lane, Tadburn Road and the A27/ A3057 via a new bridge over the railway line;
 - v) pedestrian/cycle route within the proposed landscaping adjoining the A27 to Whitenap Lane;
- g) off site improvements to the transport network to manage the impact of additional movements including
 - i) A27/ Botley Rd
 - ii) A27/ Rownhams Lane
 - iii) A27/ A3090
 - iv) A3057/ M271
- h) 8.0 Ha per 1,000 population of land at Beggarspath Wood and Luzborough Plantation (Map C) to be provided to mitigate the impact of the development on sites of European importance.

- 5.68** The proposed site at Whitenap provides an opportunity to develop a new neighbourhood adjacent to the town which would have a distinctive character based on its mature landscape setting. It is well located in terms of access to a range of facilities by a variety of routes and modes of transport. The site has the potential to include a range of facilities to serve the new residents and the existing population of the town.
- 5.69** The site has the capacity for approximately 1,300 homes. It is envisaged that the site will comprise a mix of homes and will include affordable housing to satisfy policy COM7. The phasing of the development would be linked to the provision of the necessary infrastructure. The timing of the delivery is set out in the Housing Trajectory in Annex D.
- 5.70** The development would have an impact on the town in terms of additional population and movements on the transport network. The new residents will help support existing facilities in the town and where necessary the development will support investment in new facilities. The Council has consulted with the relevant agencies regarding the level and timing of infrastructure required. In terms of services no exceptional investment in infrastructure is required to serve the site.
- 5.71** The Council considers that the right approach is not to be too prescriptive in this document but to provide the framework for the development of detailed proposals which involves local residents and the developer. However, certain key elements have been set out in the policy to guide the future masterplan.
- 5.72** The retention of the existing landscape features and the new landscaping proposed will create an attractive setting for the development and mitigate the impact on the wider countryside. To help retain the characteristics identified in the Romsey Town Design Statement for Tadburn, and provide a setting for the new community, an area of functional and managed parkland should be located on the northern boundary of the site. It should be designed to retain and enhance the existing landscaped features and help provide enjoyment of views from public places. The parks and public gardens and part of the informal recreation provision, as required under Policy LHW1, should be provided to complement and link with the existing recreation facility on Botley Road. Other areas of open space should be located within the residential areas.
- 5.73** The creation of green corridors from Beggarspath Wood through the site and to the wider countryside will provide links for biodiversity and enhance the layout of the proposal. There is also potential to provide public access to Luzborough Plantation with links to the proposed development at Hoe Lane (Policy COM4).

- 5.74** A range of community facilities are proposed to serve the needs of the new neighbourhood which will also be accessible to existing residents of the adjoining areas. This includes a local centre, including shops, community hall and health provision and a primary school. These facilities will help create opportunities to influence travel behaviour to local services both within the development and to the town centre. To achieve this, the local centre services, community facilities and school could be co-located and be delivered early in the development. Early provision should also be made for travel to town centre services by modes other than the private car to encourage and establish sustainable travel patterns. These routes should be safe, convenient and attractive. The precise location of the facilities and local centre uses and non-car routes will be determined through the detailed planning of the site. To complement the new community an employment allocation (Policy LE3) is proposed. The principle of locating employment use within the site, such as at the local centre, as part of meeting the allocation in Policy LE3 would be appropriate.
- 5.75** How residents of the new development access the town and existing residents take advantage of the proposed facilities such that the new neighbourhood becomes part of Romsey is important. To manage the impact of an increase in vehicle movements will require improvements to the transport network. Vehicular access to the site will be provided via two new junctions to the A27. An additional vehicular access on Whitenap Lane should be provided to serve only the existing barn complex.
- 5.76** To promote walking and cycling from the site to the existing built up area new links are proposed to Tadburn Road, Botley Road via the existing public open space and Whitenap Lane. To link the site with Mountbatten School and Abbey Park Industrial Estate a new route adjoining the A27 is proposed. A new pedestrian/cycle bridge over the railway line is to be provided between the A27 and the site to link it to the town centre. To encourage the use of sustainable modes of transport improvements will also be required to off site cycle and pedestrian routes to accommodate the impact of additional movement from the site. The site should also be served by public transport and the provision of bus services will be required. The improvements will be informed by a detailed Transport Assessment.
- 5.77** To address the impact of an increase in visitor pressures arising from the proposed development on European sites of importance (New Forest SPA and SAC and Emer Bog SAC) land for informal recreation use will need to be provided. A standard of 8.0Ha per 1,000 population arising from the site will need to be provided at Beggarspath Wood and land within Luzborough Plantation to provide the appropriate mitigation. The details of these provisions⁴⁹, including delivery arrangements and the long term management of the woodlands, will need to be agreed prior to development commencing and be in place prior to occupation.

49 To include the provision of safe and convenient routes for residents between Whitenap and Luzborough Plantation

Hoe Lane, North Baddesley

Policy COM4: New Neighbourhood at Hoe Lane, North Baddesley

A new neighbourhood of approximately 300 dwellings together with public open space and landscaping is proposed to the north of Hoe Lane, North Baddesley (see Map B).

Development will be permitted subject to the provision of:

- a) affordable housing provision in accordance with policy COM7
- b) improvements to community and education facilities to meet the needs of the new residents;
- c) public open space in accordance with policy LHW1;
- d) landscaping to be provided including
 - i) a landscape belt of approximately 20m along the northern boundary adjoining the existing woodland;
 - ii) a landscape belt of approximately 15m along the eastern boundary adjoining Sylvan Drive
 - iii) a landscape belt of approximately 20m along the southern boundary adjoining Hoe Lane;
 - iv) a landscape belt of approximately 20m along the western boundary.
- e) retention and enhancement of the existing woodland to the north of the site and the existing woodland within the site adjoining Sylvan Drive;
- f) access to the development via
 - i) the primary vehicular access to Hoe Lane;
 - ii) a secondary vehicular access to Sylvan Drive;
 - iii) pedestrian/cycle links to Hoe Lane and Sylvan Drive;
- g) off-site improvements to the transport network to manage the impact of additional movements including:
 - i) junctions of the A27 and Rownhams Road;
 - ii) junction of the A27 and Rownhams Lane;
 - iii) junction of the A3057 and Hoe Lane; and
 - iv) Hoe Lane.
- h) 8.0Ha per 1,000 population of land at Luzborough Plantation (Map C) to be provided to mitigate the impact of the development on sites of European importance.

5.78 The land at Hoe Lane on the western edge of North Baddesley is proposed to accommodate 300 dwellings. It comprises open farmland with woodland on the northern and eastern boundary. The woodland should be retained and enhanced to provide a landscape setting for the proposal. To complement the existing woodland and to provide an attractive boundary between the existing and proposed development new landscaping, together with open space to meet the needs of the new residents, should be located on the eastern boundary of the site.

- 5.79** The scale of the proposal is unlikely to require new local facilities on site. Evidence from the statutory providers is that the existing facilities within the area can accommodate the extra population subject to further investment. It will be important to ensure that appropriate improvement and investment is secured to enhance existing services and facilities including education and health.
- 5.80** The primary access for the development should be via Hoe Lane with a secondary access from Sylvan Drive. Pedestrian and cycle routes should also be provided to link with the existing network and enable access to a range of facilities. The improvements to the local highway network, including the ability to accommodate increased traffic on Hoe Lane between Rownhams Lane and the A3057 will need to be provided. The details of the improvements will be informed by a detailed Transport Assessment and Landscape Assessment.
- 5.81** To address the impact of an increase in visitor pressures arising from the proposed development on European sites of importance (New Forest SPA and SAC and Emer Bog SAC) land for informal recreation use will need to be provided. To provide the appropriate mitigation 8.0Ha per 1,000 population arising from the development will need to be provided within Luzborough Plantation which adjoins the site. The details of these provisions including delivery arrangements and the long term management of the woodlands will need to be agreed prior to development commencing and be in place prior to occupation.

Park Farm, Stoneham

Policy COM5: Residential Development at Park Farm, Stoneham

A site at Park Farm, Stoneham (see Map D) is allocated for approximately 50 dwellings to come forward alongside residential development of land south of Chestnut Avenue.

Development will be permitted subject to the provision of:

- a) affordable housing provision in accordance with policy COM7;
- b) public open space provision in accordance with policy LHW1;
- c) retention and enhancement of the existing wooded boundary to the south and west of the site;
- d) access to the development via:
 - i) vehicular access via Stoneham Lane;
 - ii) pedestrian and cycle access to Stoneham Lane and the proposed development in Eastleigh;
- e) off-site improvements to the transport network to manage the impact of additional movements;

Any future proposal would need to have special regard to the desirability of preserving the listed structure or its setting or any historic feature of interest.

- 5.82** Land to the north of Park Farm is proposed for development by Eastleigh Borough Council in its Local Plan. There is an opportunity to achieve a comprehensive development of the area by including land within the Borough for development. The sustainability of the site relies on the delivery of the proposed allocation and infrastructure improvement within the Eastleigh Local Plan. Development would need to be brought forward in line with that development proposed to the north of the site at land south of Chestnut Avenue. The residential development envisaged in COM5 would not be acceptable in principle as a stand alone proposal. The Councils are working together on the combined proposals to ensure delivery is properly phased and that the infrastructure requirements can accommodate both proposals.
- 5.83** The site contains and is in close proximity to a number of heritage assets including a listed wall. Future proposals on the site would need to satisfy the requirements of Policy E9.
- 5.84** The scale of the proposal will not require new local facilities to be provided on site. However, any development would need to complement the facilities that are proposed by Eastleigh Borough Council. The site together with the proposed development adjoins Home Wood which forms part of the proposed Forest Park contained in policy LHW3. The Council will work with Eastleigh Borough Council to serve public access to Home Wood.
- 5.85** To reinforce the Southampton - Eastleigh local gap it is proposed to retain and enhance the southern and western boundary. This would have the added benefit of providing an ecological corridor between existing areas of woodland.
- 5.86** The site will be served by an access from development to the north. There will also be a requirement for links to be provided to complement the network of pedestrian and cycle paths arising from the south of Chestnut Avenue proposal.

Northern Test Valley

- 5.87** The settlement hierarchy identifies Andover as the most sustainable settlement in the area and is therefore the most appropriate location to allocate new housing.
- 5.88** Andover is a historic market town which has experienced planned expansion since the 1960s. Compared to other Hampshire towns, it is relatively self-contained with a high proportion of residents working locally. The Strategic Housing Market Assessment (2013) recognises that Andover has its own local housing market. There is limited market integration with the nearby towns of Salisbury, Basingstoke and Winchester.

- 5.89** The delivery of housing at Andover is closely linked to the capacity of the waste water treatment infrastructure to achieve the necessary water standards, required by the Water Framework Directive. The Environment Agency has advised that future development would need to be phased so as to not to be delivered ahead of the available infrastructure. The Council, with the Environment Agency and Southern Water will continue to work together in relation to this issue and monitor the situation.
- 5.90** The existing commitments at East Anton and Picket Twenty, along with the Picket Piece (Policy COM6), Picket Twenty (Policy COM6A) and George Yard/Black Swan Yard (Policy LE14) proposals will provide a significant number of affordable homes and a range and mix of housing types.
- 5.91** The other settlements of Northern Test Valley are significantly smaller with a more limited range of services. It is not proposed to allocate land at these settlements. However, the area contains a significant proportion of the Borough's population and it is appropriate that part of the overall housing requirement will be provided within it. This is reflected in Policy COM1, COM8 and COM9.

Policy COM6: New Neighbourhood at Picket Piece, Andover

A new neighbourhood of approximately 400 dwellings together with a range of associated facilities is proposed at Picket Piece, Andover (see Map E).

Development will be permitted subject to the provision of:

- a) affordable housing provision in accordance with policy COM7;
- b) improvements to community and education facilities;
- c) public open space provision in accordance with policy LHW1;
- d) landscaping to be provided including
 - i) a landscape belt of approximately 5 metres width south of the railway line
 - ii) a landscape belt to complement that already permitted north of Ox Drove
- e) access to the development via;
 - i) vehicular access to Walworth Rd
 - ii) pedestrian/cycle links to Walworth Rd
- f) off-site improvements to the transport network to manage the impact of additional movements including:
 - i) junctions of the A3093/A3057/A303(T)
 - ii) pedestrian/cycle links along Ox Drove.

- 5.92** Picket Piece is located to the east of Andover and comprises a number of existing land uses including housing, employment and grazing land. The central part of the area has outline planning permission for 530 dwellings. The proposed 400 dwellings would need to complement the existing outline and reserved matters permissions. Advice from the statutory providers is that the existing facilities, and those to be provided as part of the permitted scheme will need to be enhanced to support the additional population.
- 5.93** The area lies within a broad valley which rises to the south and east. The proposal will need to take into account the landscape setting of both Picket Piece and Andover. Future development would also need to take account of the design, layout and landscaping proposals of the outline permission. An element of the site is identified as flood zone 2. It is intended that vulnerable development would be located outside of this area.
- 5.94** Access to Andover town centre, the permitted local centre and other key destinations should be provided via Walworth Road. Ox Drove is unsuitable for additional vehicular access with the preferred route being Walworth Road. Pedestrian and cycle routes along Ox Drove linking the site to the new neighbourhood at Picket Twenty should be provided.
- 5.95** The proposed development will generate an increase in vehicular movements on the existing highway network. To manage this movement improvement to several key junctions will be required.

Policy COM6A: New Neighbourhood at Picket Twenty, Andover

A new neighbourhood of approximately 300 dwellings together with a range of facilities is proposed at Picket Twenty, Andover (see Map F).

Development will be permitted subject to the provision of:

- a) affordable housing provision in accordance with policy COM7;
- b) improvements to community and education facilities;
- c) public open space provision in accordance with policy LHW1;
- d) landscaping to be provided including
 - i) a landscape belt of approximately 10 metres width on the eastern boundary with Middle Way
 - ii) a landscape belt of approximately 10 metres width on the northern boundary with the B3400 London Rd and existing residential properties on the B3400 London Rd
 - iii) extension of Harewood Common to The Middle Way
- e) access to the development via;
 - i) vehicular access to B3400 London Rd via the existing access road to the Picket Twenty development.
 - ii) pedestrian/cycle links to B3400 London Road and wider network
- f) off-site improvements to the transport network to manage the impact of additional movements including:
 - i) junctions and links of the A3093/A3057/A303(T).

- 5.96** Land to the east of Picket Twenty provides an opportunity to extend the new neighbourhood which is currently being developed and utilise its community facilities.
- 5.97** The proposal should complement the layout and design of the existing new neighbourhood and take account of the existing dwellings on London Road and Middle Way. The proposed layout should not preclude development on land between the B3400 and the proposed residential development.
- 5.98** It is important to minimise the visual impact of the proposed development when viewed from the B3400 London Road and the Middle Way. Landscaping should be provided along the northern and eastern boundaries to help soften the impact of the development.
- 5.99** Harewood Forest is an important woodland which is designated as a Site of Importance for Nature Conservation. The area adjoining Harewood Forest is proposed as a common to provide informal recreation and an ecological buffer between the forest and the development. The Common should be extended towards the Middle Way.

5.100 The proposed development should be accessed via the existing junction on the B3400 London Road. Pedestrian and cycle routes should link to the existing facilities within Picket Twenty and to the wider network. The proposed development will generate an increase in vehicular movements on the existing highway network. To manage this movement improvement to several key junctions will be required.

Phasing and Contingency

5.101 The proposed phasing of provision is focused on bringing forward a continuous supply of deliverable housing sites. The delivery of identified housing sites is key to providing economic and social benefits. The Council has had experience of completions being heavily biased to the front end of plan period leading to fewer opportunities later in the process. The proposed phasing seeks to achieve a more balanced rate of delivery. Details of the proposed phasing of housing delivery are set out in the Housing Trajectory in Annex D.

5.102 The delivery of housing is influenced by a number of factors many of which are outside of the control of the Council. The Housing Implementation Strategy will provide annual updates on the supply and whether a 5% or 20% buffer is triggered⁵⁰. Situations may occur where the delivery of sites identified in the implementation strategy is lower over the five year period than that assumed within the housing trajectory and the monitoring report. Where housing sites are not being delivered because of factors under the Council's control it will review the circumstances and take appropriate steps. There may be situations where a site is not being delivered because it is no longer viable. In these situations the Council will consider the renegotiation of legal agreements completed as part of the existing planning permission.

5.103 Where monitoring identifies a lack of progress the Council and its partners will evaluate the reasons why and take appropriate action. If there is a delay in the delivery of development the Council will:

- Work with landowners and developers to bring sites forward;
- Bring forward specific Development Plan Documents;
- Assist with the delivery of Neighbourhood Plans;
- Keep under review its own land holdings and the potential to release them to the development industry;
- Work in partnership with Registered Providers (RP) and the development industry;
- Liaise regularly with key infrastructure providers;
- Consider the viability of development and review the level of contributions;
- Review the Strategic Housing Land Availability Assessment to see if there are any additional sites that could come forward;
- Review the housing trajectory to see if the phasing of those sites identified could be altered;
- The Council may consider the use of Compulsory Purchase Orders in order to progress development.

50 NPPF, 2012, paragraph 47

Affordable Housing

5.104 The combination of relatively high house prices and low household incomes in the Borough means that a high proportion of households are in housing need as they are unable to access the housing market and the private rented sector is also difficult to access. The Council's Housing Register showed 2,480 households in housing need (December 2013). To address the need, the Council has set in its Housing Strategy a target of 200 affordable homes per year. To support the delivery of the target, the Council's approach is threefold a) to secure a proportion of affordable housing⁵¹ within new development, b) support rural exception schemes for affordable housing and c) to support community led development.

Policy COM7: Affordable Housing

The Council will negotiate provision on housing sites of a net gain of:

- 15 or more dwellings (or sites of 0.5ha or more) for up to 40% of dwellings to be affordable;
- 10-14 dwellings (or sites of 0.3-0.49ha) for up to 30% of dwellings to be affordable;
- 5-9 dwellings (or sites of 0.2-0.29ha) for up to 20% of dwellings to be affordable or an equivalent off site provision made; and
- 1-4 dwellings (or sites of up to 0.19ha) a financial contribution equivalent to up to 10% of dwellings to be affordable;

and which will be secured via a legal agreement.

In assessing the suitability of such sites for the provision of affordable housing the Council will take into account the size, suitability and the economics of provision.

Development should provide for the appropriate integration of affordable housing and market housing, in order to achieve an inclusive and mixed community.

5.105 The Council will negotiate on sites of 4 dwellings or less with developers for a financial contribution equivalent to 10% of the number of dwellings on site⁵². On sites above the threshold, affordable housing will be sought on the basis of the applicable percentage. On sites of 5 – 9 dwellings the Council will also seek the inclusion of a proportion of affordable housing. The preferred option is for provision to be made on-site. In some circumstances the Council will consider an equivalent off site contribution where justified.

51 Affordable Housing is defined within the glossary of the NPPF, March 2012

52 Financial contribution based on residual land value.

- 5.106** The thresholds and percentages sought are considered achievable and are supported by the Council's viability studies⁵³. A reduced affordable housing requirement can be sought but only where the developer can justify that to provide the full requirement would make the scheme unviable.
- 5.107** Whole dwellings will be sought on-site and where the number sought does not equate to a whole number units, the remaining part dwelling will be sought as a financial contribution e.g. 1.6 affordable dwellings would be sought from a site of 8 dwellings (20%) of which, 1 would be on-site and 0.6 as a financial contribution.
- 5.108** The precise scale, type and form of provision or contribution on each site will be the subject of negotiation and informed by the market conditions at that time. However, of the proposed affordable housing requirement the Council will seek to achieve 70% affordable rent/ social rent housing and 30% intermediate housing. The inclusion of an element of specialist residential accommodation and facilities for older people within the affordable housing requirement may be appropriate depending on the proposal. Applicants will normally be required to enter into legal agreements to ensure that the housing is provided and retained. To inform the process, the Council will update its current Affordable Housing Supplementary Planning Document (March 2008).
- 5.109** Affordable housing should be designed and integrated with the provision of market housing to ensure the creation of mixed and inclusive communities. This can be achieved by the use of materials, housing styles and dispersing affordable housing throughout the development.
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- 5.110** The Council's Housing Strategy⁵⁴ aims to increase the supply of affordable homes in rural areas to meet local needs but delivering such housing can be challenging. Policy COM8 provides a mechanism for helping to provide affordable homes.

53 Adams Integra and Dixon Searle Partnership Housing Viability Studies

54 Test Valley Housing Strategy 2012 – 2015. TVBC

Policy COM8: Rural Exception Affordable Housing

Development for rural affordable housing will be permitted provided that:

- a) the proposal is accompanied by evidence which demonstrates there is an unmet need within the parish for accommodation by households unable to afford open market housing where a member of each household has either:
 - i) been ordinarily resident in the parish or previously lived in the parish and has a strong family connection; or
 - ii) a demonstrable need by virtue of their employment to live in the village or its immediate surroundings; or
 - iii) a demonstrable need to live within the village either to support or be supported by a family member.
- b) it is restricted in perpetuity to occupation by households with a member in housing need; and
- c) the proposed mix of housing meets the identified need.

5.111 The policy can be applied to both those settlements identified in the hierarchy and those smaller undefined settlements in order to help support rural communities. In order to justify affordable housing in the countryside a local need for such housing within the parish would have to be clearly identified. It is not intended to meet the needs arising from the larger towns and villages, which can be better met by developments within those settlements.

5.112 Wherever possible sites for affordable housing should be well related to community facilities and, where it exists, public transport. Sites away from settlements should be avoided unless supported by the parish council and local community. The Council would need to be satisfied that the site proposed is appropriate for the development and that all reasonable alternatives have been considered. The mix of dwellings will be guided by the identified need. Access to exception schemes will be limited in perpetuity to those who satisfy the tests of policy COM8. This will be controlled by a legal agreement.

Community Led Development

5.113 The Localism Act 2011 recognises that communities should have opportunities to take responsibility for promoting residential development in order to help support local services and facilities. These proposals should be led by the parish council and could come forward through a neighbourhood plan or parish plan. Exceptionally proposals can be led by interested parties provided that they can demonstrate that there has been extensive parish council and community involvement and the proposals are supported. The Council will support proposals initiated by the community provided they are justified and have local support. Policy COM9 provides the framework for considering development which will meet community needs and help support facilities.

Policy COM9: Community Led Development

Community led development will be permitted if:

- a) the proposal is supported by evidence that there is a need for the development to maintain or enhance the sustainability of the settlement through the delivery of community benefit; and
- b) it is demonstrated that the community has been involved in the preparation of the proposal; and
- c) it is demonstrated that the community supports the proposal; and
- d) the proposal, if for residential development, helps meet the affordable housing need of the parish in accordance with the thresholds contained within policy COM7 and local evidence and restrictions contained within policy COM8.

- 5.114** The issue of establishing or maintaining facilities, such as halls or shops, or meeting other community needs, is a challenge to communities especially rural communities. To help secure and deliver these benefits Parish Councils, or bodies acting in partnership with the Parish Council, may wish to bring forward proposals for housing (both open market and affordable) or employment.
- 5.115** The justification for the development should be comprehensive and demonstrate that the proposal would sustain existing community facilities or deliver new ones which maintain or enhance the sustainability of that community. Therefore, the policy can be applied to both those settlements identified in the hierarchy (see table 7) and those smaller undefined settlements. Evidence will be required from the Parish Council, or parties acting in partnership with the Parish Council, showing that there is a need for the proposal in order to sustain or deliver the community benefit and that this has been identified in a parish plan or through bespoke research. Some villages have prepared village or parish plans and these should be used to help inform and support proposals for development. Where Neighbourhood Plans are produced they should be referred to.
- 5.116** The extent of community involvement and achieving community support will be a consideration in assessing the merits of the proposal. The approach and extent of community involvement may vary depending on location and nature of the proposal.
- 5.117** The Council would need to be satisfied that the site is appropriate for the development, in planning and delivery terms, and consideration has been given to all reasonable options before taking into account the extent and level of community support.
- 5.118** Any proposals for open market housing should include an element of affordable housing equivalent to that required in policy COM7. The affordable housing would need to be restricted in perpetuity to occupation of households in housing need and having a local connection as set out in policy COM8.
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5.119 The countryside of Test Valley is a base for many employment activities, with agriculture alone employing approximately 1,100 people (either full or part time) in the industry. The Council supports the development of the rural economy and recognises that there will be circumstances where for good operational reasons, it is essential for employees to be located in the countryside where they work. These could include those employed in agriculture, forestry, equine related activities, New Forest commoners or boarding schools.

Policy COM10: Occupational Accommodation for Rural Workers in the Countryside

Proposals for occupational accommodation for rural workers at or near where they work will be permitted provided that:

- a) where the proposal is linked to a new business in the countryside: the proposal is for temporary accommodation for a period of three years;
 - i) there is an essential functional need for the dwelling based on evidence of that business; and
 - ii) financial evidence has been submitted demonstrating the viability of the business and its intention to be established; and
 - iii) the occupancy of the dwelling is restricted to those employed in the activity for which the dwelling was originally permitted; and
 - iv) there is no other suitable and available existing accommodation within the area.
- b) where the proposal is linked to an existing business which has been established for three years or more:
 - i) there is an essential functional need for the dwelling based on evidence of that business; and
 - ii) financial evidence has been submitted demonstrating that the business is viable and established;
 - iii) an existing dwelling, either on or closely connected to the business which would have been suitable, has not been sold separately from the unit or in some other way alienated from it within the past five years;
 - iv) there is no other suitable and available alternative existing accommodation within the area; and
 - v) the occupancy of the dwelling is restricted to those employed in the activity for which the dwelling was originally permitted.

Where the proposal is for the removal of the occupancy condition this will be permitted provided that:

- c) it can be demonstrated that the dwelling is no longer required to meet the needs of the occupational workers engaged or last engaged in the activity for which the dwelling was originally permitted.

5.120 The Council wishes to ensure that any proposal for a dwelling is not an abuse of the concession that the planning system makes for such dwellings. The Council will scrutinise proposals to ensure that demand has not been generated through the disposal on the open market of existing dwellings used by rural workers. Evidence will be required to demonstrate that an existing suitable dwelling has not been sold separately from the business, or otherwise alienated from it, in the past five years.

5.121 In considering whether a dwelling is essential the following functional and financial factors will be considered:-

- Whether the intentions for the business are genuine and are likely to materialise and be sustained.
- The need for the worker to be accommodated on the business.
- The labour requirements of the business given its size and type of use.
- Whether an existing accommodation unit is available either at the business or nearby and why it would not meet the needs of the worker.
- The strength of the business case and the extent of the financial support to deliver and sustain the proposal.

5.122 Where a dwelling is permitted it will be restricted to those employed in the activity for which the dwelling was originally permitted. This is to discourage the disposal of the dwelling on the open market. The occupancy conditions of an agricultural or forestry worker's dwelling will include their dependants or those widowed and their partners. The size of the dwelling should be limited to meeting the reasonable needs of the intended occupant and be located within the curtilage of the site and close to the business.

5.123 The removal of an occupancy condition will only be considered if it can be demonstrated that there is no longer a need for the dwelling. This should include contacting landowners and/or business involved in the use for which the dwelling was permitted, in the vicinity of the dwelling to establish whether they require further accommodation. Evidence that it has been on the market, and advertised widely in appropriate publications, for a minimum of six months at a price reflecting the occupancy condition will be required.

5.124 Whilst it is important to limit the impact of development in order to protect and preserve the rural character of the Borough, the Council recognises that there will be circumstances where changes to dwellings will come forward. This policy considers those proposals for extensions and ancillary domestic buildings. The use of extensions or domestic buildings for working at home sometimes do not need planning permission unless it would involve activities unusual in a residential area or create an unacceptable impact on neighbouring properties or the highway. Proposals for their re-use would be considered under policy LE16 or LE18.

Policy COM11: Existing Dwellings and Ancillary Domestic Buildings in the Countryside

In the countryside proposals for the extension of existing dwellings or the creation and extension of ancillary domestic buildings⁵⁵ will be permitted provided that:

- a) it is not used for any other purpose other than the incidental enjoyment of the existing dwelling or as a residential annexe to the dwelling;
- b) the size and design of the proposal would not be more visually intrusive in the landscape; and
- c) the design of the proposal is in keeping with the existing dwelling.

5.125 Extensions and domestic buildings can be used for various purposes or activities such as for a hobby room or workshop, or as a residential annexe for dependent relatives or domestic household staff.

5.126 The size and design of the proposal should respect the existing dwelling and not result in the property becoming more visually intrusive in the countryside. The Council will consider the size of the proposal compared with the existing dwelling, the size of the resultant building and whether it would be out of scale with its plot. Extensions to existing ancillary domestic buildings will be assessed against similar criteria. Any domestic buildings should not be located or designed where they would be capable of severance from the original dwelling.

5.127 The cumulative impact of incremental extensions can significantly alter the impact of the original dwelling over time. In considering an application for an extension, account will be taken of previous extensions to the property.

Policy COM12: Replacement Dwellings in the Countryside

The replacement of an existing dwelling within the countryside will be permitted provided that:

- a) the existing dwelling is not currently the subject of temporary permission; and
- b) the size, siting and design of the proposal would not be more visually intrusive in the landscape.

5.128 The Council recognises that existing dwellings within the countryside may be subject to proposals to replace them. However this is limited to those which are not the subject of a temporary permission.

⁵⁵ For those proposals where Planning Permission is required.

5.129 The impact of a replacement dwelling is likely to increase with its size especially in relation to its impact on surroundings. For this reason any planning applications for replacement dwellings which would be more than 50% greater in volume (measured externally) than the original dwelling⁵⁶ will normally be resisted. Exceptionally, where the replacement dwelling would not be more visually intrusive in the landscape than the original dwelling, permission may be granted for applications which exceed a 50% increase.

5.130 The proposal should not have a significant detrimental impact on its surroundings. Insensitive design or siting can have an adverse impact on the character of the countryside. In considering the design of a replacement dwelling, proposals should follow the principles of Policy E1 in achieving high quality development in the Borough. A replacement dwelling should be replaced on its original site or as close as possible unless relocating it elsewhere would result in a positive environmental benefit, including to the local landscape or amenity.

Policy COM13: Gypsies, Travellers and Travelling Showpeople

Development to accommodate gypsies, travellers and travelling showpeople will be permitted provided that:-

- a) it is located where services and facilities are accessible; and
- b) the potential occupants are recognised⁵⁷ as gypsies, travellers or travelling showpeople; and
- c) the proposal helps meet the identified need; and
- d) evidence is provided to justify the reason for the proposal to be located in the Borough; and
- e) the site is of sufficient size to provide for accommodation; parking; turning and, where relevant, the servicing and storage of vehicles and equipment.

Existing permanent authorised gypsy, traveller and travelling showpeople sites should be retained for the use of these groups unless it has been established that the sites are no longer required.

5.131 The Gypsy, Traveller and Travelling Showpeople community should have access to appropriate accommodation to meet their needs and sufficient sites are identified. These sites can be either in the defined settlement boundary or within the countryside provided that they are in locations where facilities and services, such as schools and local shops, are accessible.

⁵⁶ An original dwelling is defined as the dwelling as it stood on 1 July 1948 or as first built

⁵⁷ Meeting the definition as contained in Annex 1 of Planning Policy for Traveller Sites, DCLG, 2015

- 5.132** Following government guidance⁵⁸ emphasising the need for local authorities to cooperate the Council jointly commissioned with ten other authorities in Hampshire a Gypsy & Traveller Accommodation Assessment (GTAA)⁵⁹ in order to quantify the level of need for traveller sites in the area. This replaces the previous study undertaken for Gypsy and Travellers in 2006 and Travelling Showpeople in 2008.
- 5.133** The GTAA identifies a current provision of 13 permanent gypsy pitches in the Borough with an estimated current need for 1.5 further pitches (rounded to 2 pitches). The GTAA calculates the cumulative future need (including the existing need for 2 pitches) as:
- Total by 2017 = 4 pitches
 - Total by 2022 = 7 pitches
 - Total by 2027 = 10 pitches
- 5.134** It is likely that the majority of the need will be met through planning applications. The Council intends to produce a separate Gypsy and Traveller DPD which will identify permanent sites to meet the unmet need.
- 5.135** The GTAA also identifies a figure for the provision of transit sites for Gypsy and Travellers and sites for Travelling Showpeople but recommends that further work is required between authorities. This further joint work is underway. The outcome of this work will be included within the Gypsy and Traveller DPD or a separate Gypsy & Traveller – Transit Provision DPD depending on when the joint work is completed.
- 5.136** For any application, the Council will need to be satisfied that the potential occupants are bona fide and that there is a case for the proposal to be located within the Borough. This includes both in terms of need and that there is a reason for wanting to live within the Borough.
- 5.137** In considering applications it will need to be demonstrated that there is a specific reason to locate within the Borough. This could include the lack of availability of alternative accommodation, a local connection or their employment requires them to be at that location. This would help justify a countryside location where there is generally a restriction on development.
- 5.138** The site would also need to be able to accommodate the storage and maintenance of vehicles and equipment without causing detriment to the potential occupiers or neighbouring residents or uses.
- 5.139** The Council consider it important to retain authorised sites in order to maintain supply and not result in future shortfall of sites. The change of use of sites is acceptable but only if it can be demonstrated that the site is no longer required to meet the accommodation needs of the Borough's Gypsy, Traveller and Travelling Showperson community.

58 Planning Policy for Traveller Sites, DCLG, 2015

59 Gypsy & Traveller Accommodation Assessment. Forest Bus, 2013

Policy COM14: Community Services and Facilities

Development (including the change of use of existing premises) which involves the loss of local shops or public houses will be permitted if it can be demonstrated that:

- a) the use is no longer or cannot be made commercially viable; or
- b) the building can no longer provide suitable accommodation; or
- c) is no longer needed for the existing use.

Development involving the loss of cultural and community facilities and places of worship will be permitted if it can be demonstrated that:

- d) there is no longer a need for that facility for its existing use or another community use; or
- e) the building can no longer provide suitable accommodation.

5.140 Certain types of services or facilities help make a local community⁶⁰ by providing for some of the daily needs of residents and businesses. Any change to the quantity or range of services or facilities may have an impact on the sustainability of the settlement and have an impact on the community. This is especially important within the lower tiers of the settlement hierarchy where the loss of a service may be felt more acutely by the local population because of the limited availability.

5.141 The Council will resist the loss of facilities or services but will not seek to retain those facilities that are proved to be unviable or are no longer suitable (e.g. the specification of the building is no longer appropriate) or needed. This will include where a service provider is seeking to provide improved local services in the local area. To demonstrate that the loss is justifiable, evidence should be provided of attempts to market the property for its current and alternative uses as listed in the policy for a 6 month period in appropriate publications at an appropriate value. Evidence of contact with the appropriate cultural and community organisations who may wish to use the accommodation will also need to be provided.

Policy COM15: Infrastructure

Development will be permitted provided that the appropriate investment has been secured either in the form of works and/or financial contributions to mitigate the impact on existing infrastructure.

⁶⁰ Community/ cultural facility is a locally orientated service or facility such as a convenience store, post office, pub, social club, theatre, community hall, health facility typically serving a very localised population.

- 5.142** Investment in a range of infrastructure and services is often necessary for development to proceed. Examples include water supplies, waste water, schools, community facilities, health, green infrastructure, telecommunication (including broadband) and transport. Some of the infrastructure is provided by statutory undertakers whilst some is provided by Hampshire County Council or by the Borough Council. Those items required by the Council are contained within the Infrastructure and Developer Contributions SPD and the three Access Plan SPDs.
- 5.143** The Council has undertaken an assessment of the infrastructure requirements of the development proposed in the Plan and these are set in the Infrastructure Delivery Plan (IDP). In preparing the IDP the Council has worked with key partners in assessing the requirements for the Borough including cross boundary issues.
- 5.144** New provision or improvements to existing infrastructure may be required to ensure a development is acceptable. This can take the form of contributions or physical improvements. The type, scale and location and impact of the development will determine the necessary contribution. Developers will be expected to provide information, and if necessary negotiate with, the Council, or the relevant provider, on the infrastructure necessary to make the proposal acceptable. This will include the timing of provision which should be phased to minimise the impact on existing resources. The Council will use planning conditions and/ or agreement to secure contributions or works to ensure that necessary requirements and improvements are provided.
- 5.145** The provision of infrastructure should be taken into account when estimating the costs of a scheme and its viability. The Council in preparing its policies on affordable housing and the charging schedule for the Community Infrastructure Levy (CIL) has sought to ensure they do not have an adverse impact on the viability of development taking account of the infrastructure requirements. Where a developer considers that the proposal has been made unviable by the level of infrastructure required the Council will work with the developer to address the issue. The developer will need to demonstrate how this would threaten the delivery of the development.
- 5.146** Some infrastructure can have an impact on the character and amenity of the area. The visual effect can be minimised through good design and landscaping. Smaller infrastructure which is more technical or operational in nature e.g. electricity sub stations, can be visually intrusive in layouts. The impact of these should be minimised through careful positioning and landscaping and their location identified at an early stage of the development.



6 Local Economy

6 Local Economy

- 6.1** Test Valley is a prosperous and attractive place which is seen as a ‘pull factor’ to establish a workforce and attract those wishing to work in a quality environment.
- 6.2** Andover is the home to a number of large employers including Simply Health (HSA), Stannah and Twinings. Its strength lies with its manufacturing and its location on the transport network. However, Andover currently lacks many of the characteristics associated with a competitive economy,⁶¹ including high value jobs and strong links with universities.
- 6.3** The south of the Borough in and around Romsey is adapting well to the current economic climate, building on its high value business parks, strong road and rail links, proximity to higher education and relationship with South Hampshire.⁶²
- 6.4** Rural Test Valley has the highest out-commuting rate of the three areas and a smaller workforce and business base⁶³. The rural economy continues to diversify in response to changes in the agricultural sector with tourism having an important impact.
- 6.5** The existing employment sites make a major contribution towards the growth, strength and diversity of the local economy and provide a significant proportion of job opportunities. It is important to retain and promote a successful local economy in both the towns and rural areas of the Borough as well as providing local job opportunities.
- 6.6** The Council wants to maintain and grow a successful and healthy local economy which provides a range of employment opportunities for its residents. Its approach to addressing the economic issues of the Borough is to increase the opportunities to work and live within the Borough, to make best use of existing employment sites and to improve the range of skills available within the Borough.
- 6.7** Proposals which would make a positive contribution to developing the skill level of residents, especially at Andover, and reduce the vacancy rates in the town’s business parks, reduce out-commuting and support the objective of promoting sustainable development are welcomed.
- 6.8** To support, inform and develop the Borough’s economy the Council commissioned a Long Term Economic Strategy⁶⁴ and Employment Land Review⁶⁵ (ELR). Out of this the Council has identified a number of policy initiatives;

61 Test Valley: An Economic Profile, 2006, Hampshire County Council (HCC), 2007

62 Test Valley: An Economic Profile, 2006, HCC, 2007

63 Test Valley: An Economic Profile, 2006, HCC, 2007

64 A Long Term Economic Strategy, Experian, 2007, 2009 and 2012 Update

65 Test Valley Employment Land Review and Andover Employment Floorspace Demand Study, DTZ, 2008 & 2012 update

- Work with the Partnership for Urban South Hampshire (PUSH) on an economic evidence base for the sub-regional economy.
- Work with neighbouring authorities to assess and if required bring forward land to meet the needs of particular business sectors, such as warehousing and distribution, including port related logistics.
- Work with the business community and the Solent and Enterprise M3 Local Enterprise Partnerships to deliver its vision for the Borough's economy.
- New allocations for employment development at Andover and in Southern Test Valley.
- Support the retention of key employment sites which are important at a sub-regional level.
- Promote the development of Andover and Romsey town centres.
- Support the rural economy through the use of existing buildings and sites for employment.
- Re-development of Walworth and Portway Business Parks.
- Supporting the development of skills within the local labour force.

Southern Test Valley

- 6.9** Southern Test Valley forms part of the area covered by Partnership for Urban South Hampshire (PUSH) and the Solent LEP. The PUSH authorities have worked together on an evidence base to inform the employment requirement for the area up to 2026. Table 8 sets out the employment requirement. The Council will continue to work with PUSH beyond 2026.
- 6.10** The floorspace requirement for Southern Test Valley is 59,500sqm which equates to approximately 13ha. The PUSH strategy has a cities first focus for office use and therefore the office requirement should be a focus on high value office or research and development.

Table 8: Southern Test Valley (STV) Employment Requirement

	STV Target (gross sqm)	Existing sites (sqm)	Requirement (net sqm)
B1 Offices	128,000	109,000	19,000
B2 Manufacturing	7,500	0	7,500
B8 Warehousing	34,000	1,000	33,000
TOTAL	169,500	110,000	59,500

- 6.11** Table 8 sets out the existing supply provision and a net floorspace figure of what is required to be identified. To meet the scale and type of employment development required it is proposed that new allocations be identified. The proposed allocations are listed in Table 9. The sites identified are in sustainable locations which are well related to the transport network and form either part of mixed used allocations or close to existing urban areas.

Table 9: Proposed Employment Allocations

Sqm	Requirement (net sqm)	Proposed allocation	Proposed allocation sqm	Phasing
B1 Offices	19,000	Whitenap, Romsey	18,000	Medium
		University of Southampton Science Park, Chilworth	6,000	Short
		Bargain Farm, Nursling	6,000	Short
B2 Manufacturing	7,500	Whitenap, Romsey	6,000	Medium
		Bargain Farm, Nursling	2,000	Short
B8 Warehousing	33,000	South of Brownhill Way, Nursling	25,000 ⁶⁶	Short
TOTAL	59,500		63,000	

6.12 The proposed floorspace figures (derived from plot ratios used in the DTZ evidence base studies⁶⁷) and proposed phasing are both indicative. Subject to further assessment at the planning application stage, additional floorspace could potentially be accommodated and development could take place earlier. Allocations for Class B1 are not intended to be exclusively for offices (Class B1a) and could also potentially include Class B1b and Class B1c, subject to site specific policy considerations. For sites proposed for a mix of Class B1 and Class B2 uses, a proportional split of 75:25 between them has been assumed for the proposed floorspace figures.

6.13 The proposed allocations are intended to provide for a range and choice of quality sites, which are deliverable, viable and attractive to the commercial property market and which complement the existing stock of employment sites.

6.14 The Local Plan seeks to safeguard those employment sites which are needed to allow for sustainable economic growth within the sub region.

66 Planning permission for 26,177sqm of B8 floorspace has been permitted. See policy LE4.

67 Class B1a 0.7, Class B2 (including Class B1b and Class B1c) 0.4, Class B8 0.5 and Non-Class B on Class B sites 0.5. See Fig.7 Test Valley Employment Land Update, DTZ, 2012

University of Southampton Science Park

- 6.15** The University of Southampton Science Park is one of the premier science parks in the country, with an international reputation. It is a valuable economic asset providing a location for knowledge-driven research and development within an attractive ‘campus’ setting. The Council recognises the significant benefits of the Science Park for both the local and regional economy from the commercialisation of innovation-led technology and from its links to higher education. Its focus is on the creation and support of new innovative businesses derived from the inventive use of knowledge in the fields of science and engineering.
- 6.16** The nature of scientific research and development is changing with design often becoming an important part of the activity. The Council is supportive of future development proposals, which respond to changes in this sector, provided that they maintain the focus on innovation-led research and commercial exploitation of technological development. Whilst the site is significantly developed, the specific characteristics of the Science Park make it appropriate to have an individual policy which provides a framework for the consideration of development proposals.

Policy LE1: University of Southampton Science Park

Employment development falling within Class B1 and support facilities will be permitted within the University of Southampton Science Park (see map G), provided that:

- a) the use comprises scientific research and development including associated design and ancillary industrial production or appropriate support facilities;
- b) it is not visually intrusive in views from the M27 motorway, the A27, Chilworth Old Village, or Chilworth and does not detract from the setting of Chilworth Manor and garden;
- c) any development does not result in the loss of important trees within or adjoining the Science Park and is landscaped to maintain its attractive ‘campus’ character; and
- d) any new building, redeveloped building or extension to an existing building, is designed to a high standard and contributes to the character of the Science Park.

- 6.17** The Council wishes to retain the Science Park's focus as a centre for the knowledge driven industry and recognises that there may be need for support facilities. Proposals for support facilities provided for the benefit of occupiers of the Science Park and their employees or which are necessary for its proper management will be permitted, provided that such facilities occupy no more than 10% of the floor area of buildings on the Science Park. This could include but should not be limited to, financial and professional services linked to the nature of the companies located on the Science Park. The Council recognises that in order to develop products it may be necessary to produce prototypes or to have limited production runs. Occupiers would need to demonstrate that any such production would be closely related to the Science Park's research and development activity. The type of use, terms of occupancy and other matters (such as the provision of support facilities and landscaping) are controlled by planning agreements. Developers will be expected to demonstrate that any development and occupying firms can meet the terms of the planning agreements relating to the Science Park⁶⁸.
- 6.18** One of the features of the Science Park is its campus setting in the countryside. The Council wishes to maintain the character and ensure that any future development is designed to a high standard. The Science Park is located within areas of woodland which have high amenity and ecological value. There are residential properties and Chilworth Manor, a historic property converted into a hotel and conference centre, in close proximity. The site also adjoins the M27 motorway and A27 corridor. In order to retain its landscape setting future development within the Science Park boundary should not be visually intrusive.

Policy LE2: South of Benham Campus, University of Southampton Science Park

Approximately 1.5 hectares of land to the south of Benham Campus (see Map G) is proposed for allocation as an extension to the Science Park.

Development will be permitted subject to:

- a) the use comprises scientific research and development including associated design and ancillary industrial production or appropriate support facilities;
- b) the retention and enhancement of the existing wooded boundary to the south of the site;
- c) it not being visually intrusive in views from the M27 motorway;
- d) it being designed to a high standard that contributes to the character of the Science Park.

68 Chilworth Science Park. TVS.03448/54 (October 2005) and Benham Campus. TVS.07553 (May 2007)

- 6.19** Land at Benham Campus (Kennels Farm) was identified within the Borough Local Plan (2006) and development has commenced. It is proposed to allocate additional land south of Benham Campus to allow for the expansion of the Science Park. This would provide opportunities for other knowledge based companies to locate, expand and benefit from the existing facilities at the Science Park. Future proposals should comprise scientific research and development and ancillary industrial production. Occupiers would need to demonstrate that any such production would be closely related to the Science Park's research and development activity. Any support facilities should be for the benefit of occupiers of the Science Park and their employees or be necessary for its proper management provided that such facilities occupy no more than 10% of the floor area of buildings on the Science Park.
- 6.20** A feature of the southern boundary of the site is a landscaped bund. This was required as part of the screening of Benham Campus. This complements the existing woodland which screens the site from the M27. Future proposals would need to ensure these landscape features are retained and enhanced.
- 6.21** The design principles which have been applied to the existing Science Park should be continued to future development to ensure a coherent campus style development is achieved.

Whitenap, Romsey

Policy LE3: Land at Whitenap, Romsey

Approximately 6ha of land for employment (Class B1 and B2) is proposed to complement the new neighbourhood at Whitenap, Romsey proposed under Policy COM3 (see Map A).

The main location for the employment allocation will be met at the southern end of the site. Any future employment development will be permitted provided that:

- a) the landscaping complement that proposed as part of the Whitenap proposal (Policy COM3)
- b) a landscape belt of approximately 10m width between the site and the residential development contained within Policy COM3 is provided;
- c) the design and layout of the employment site respects the approach to Romsey and proposed new neighbourhood;
- d) access to the development will be via;
 - i) new vehicular access at the junction of the A27/A3057
 - ii) pedestrian and cycle routes to the proposed residential development
- e) off site improvements to the transport network in conjunction with Policy COM3.

- 6.22** The proposed new neighbourhood at Whitenap (Policy COM3) provides an opportunity to include land for employment. It would enhance the range of employment opportunities at Romsey giving both existing and new residents the potential to promote living and working in close proximity. Land at the southern end of the site is the primary location for employment as it is closest to the local road network. However, through the Masterplan for Whitenap and the detailed design of the site opportunities for part of the employment requirement may come forward within it, for example as part of the proposed Local Centre.
- 6.23** Any employment development would need to be carefully located, designed and laid out to respect the adjoining land uses and the approach to Romsey. The height of the buildings should be restricted so that they are not dominant in the views across the site. Provision of appropriate landscaping which complements the existing features of the site as well as that proposed as part of the new community would need to be provided.
- 6.24** The impact of traffic movements will need to be mitigated by improvements to both the local and strategic road network as part of the overall transport strategy for policy COM3. The employment site would be access via the new internal road layout of the Whitenap proposal.

Nursling

- 6.25** The area around junction 3 of the M27 motorway is an important one in the context of south Hampshire in respect of the extent of the existing employment opportunities available. It has very good access to the highway network and is located close to the Port of Southampton. The Plan sets out a number of proposals to promote economic development whilst recognising the need to minimise its impact on the adjoining residential areas and retain the character of Nursling. Any proposal for each individual site should have regard to the cumulative impact of all of the sites proposed at Nursling particularly in respect of impact on the transport network and landscape.

South of Brownhill Way, Nursling

Policy LE4: Land south of Brownhill Way, Nursling

South of Brownhill Way, Nursling (see Map H) the use of land and buildings will be restricted to storage and distribution uses (Class B8) and ancillary processing and assembly within Class B1.

- 6.26** The site, including land within Southampton City, has planning permission⁶⁹ for a 38,200sqm warehouse, plus 4,500sqm of offices and plant, of which 26,200sqm is within Test Valley. This permission is currently being implemented. The policy has been included in order to provide a framework for the site given its specific characteristics for Class B8 use and in the context of a strategic requirement for such floorspace in South Hampshire⁷⁰.

Bargain Farm, Nursling

Policy LE5: Land at Bargain Farm, Nursling

Approximately 2 hectares of land for employment (Classes B1 and B2) north of Brownhill Way, Nursling at Bargain Farm is proposed to be allocated (see Map H).

Development will be permitted provided that:

- a) a minimum width of 5m landscaping along Frogmore Lane, Adanac Drive and Yew Tree Lane is provided; and
- b) access to the site to be provided by:
 - i) vehicular access from Adanac Drive
 - ii) pedestrian and cycle access from Frogmore Lane;
- c) the development provides appropriate improvements to the transport network.

Any future proposal would need to have special regard to the desirability of preserving the listed building or its setting or any historic feature of interest.

- 6.27** The proposal at Bargain Farm comprises new employment provision of approximately 2ha of employment land for B1 and B2 uses and a site (approximately 3ha) for a park and ride facility (see policy T3). The employment allocation forms part of the strategic requirement for South Hampshire. Planning permissions⁷¹ have been approved but not yet issued; in outline for B1/B2 development on the western part of Bargain Farm, and in full, for a restaurant, and 23 dwellings around Bargain Farm House.

69 11/02859/FULLS - erection of a regional distribution centre

70 PUSH and RLP evidence base, and Table 8

71 14/00147/OUTS, 14/00150/OUTS & 14/01861/FULLS and 14/00138/FULLS respectively.

- 6.28** Nursling is located in close proximity to Southampton but has a different character from that part of the city closest to it. The landscaping, hedgerows and open space within the village and that adjoining in Southampton provide the perception of separation and transition. To retain the character of Nursling a landscape belt of 5m width along Frogmore Lane, Adanac Drive and Yew Tree Lane should be provided prior to development commencing. Any additional landscaping should complement existing features.
- 6.29** The proposed development at Bargain Farm should be designed to take account of the setting of the listed buildings, their agricultural character and the aim of retaining Nursling's identity.

Adanac Park, Nursling

- 6.30** Adanac Park is located to the east of the M271 motorway and is located in a prominent location when approaching Southampton. The site is of importance to the economy of south Hampshire in terms of its size and availability for business use. There are very few sites within the sub-region which can offer the same ease of access to the national road network in close proximity of the centre of the City and the Port. The whole site has outline permission⁷² for five plots with a detailed permission for one plot. This has been implemented and occupied by the headquarters of the Ordnance Survey (OS)⁷³. Whilst the outline permission has been granted for the whole site, it is only partially developed. More recently, further outline planning permissions have also been granted for B1 development for areas of the site to the north and south of OS. The specific characteristics of the site make it appropriate to have an individual policy which provides a framework for the consideration of development proposals.

Policy LE6: Land at Adanac Park, Nursling

Development for office/research/manufacturing Class B1 and exceptionally support facilities at Adanac Park, Nursling (see Map H) will be permitted provided that:

- a) it is designed to a high standard to respect the characteristics of the site, including its existing development, and neighbouring land uses; and
- b) the development provides appropriate improvements to the transport network.

- 6.31** To maximise the economic benefits of the site for south Hampshire it has been identified for some time as a high quality office/research/manufacturing development. There are few sites within South Hampshire which have similar characteristics and present similar opportunities. A piecemeal approach to its development for uses which do not have specific locational requirements and which could be located elsewhere would not be the best use of this strategic resource.

72 07/02872/OUTS Outline planning permission was granted in June 2008

73 14/00134/OUTS and 14/00141/OUTS

6.32 The M271 corridor is THE main route into the City and to the New Forest. The Council over a long period of time has sought to encourage development which is well designed and landscaped to create an attractive approach. Future development would be highly visible from the highway network and would therefore need to be designed to a high standard. The coverage of the site with buildings needs to be managed in order to continue a prestige development and retain the site's attraction to high quality firms with a clear corporate identity. Well designed buildings should be complemented with high quality boundary planting and internal landscaping.

Nursling Estate

6.33 The Nursling Estate is a 68Ha site located south of the M27 motorway, west of the M271 motorway and east of the Southampton – Bristol railway line. There are limited opportunities where B8 uses can operate for 24 hours, that are located close to the strategic road network, centres of commercial activity (i.e. Southampton Docks) and are relatively isolated from residential areas. PUSH has recognised that there is a lack of B8 sites across the PUSH area to accommodate potential demand over the period 2006-2026⁷⁴. In this context it is appropriate to retain the Estate's primary function as a B8 site and restrict other uses. Whilst the site is significantly developed, the specific characteristics of the site make it appropriate to have an individual policy which provides a framework for the consideration of development proposals.

Policy LE7: Nursling Estate

Within Nursling Estate (see Map H), the use of land and buildings will be restricted to storage and distribution uses (Class B8) and ancillary processing and assembly within Class B1. Development will be permitted provided that:

- a) any buildings or structures are designed with and are screened by landscaping to ensure that they are not intrusive in significant views from the surrounding area and adjacent motorways; and
- b) open storage, including stacking of containers, will be restricted in height to no more than 7.8 metres or three containers, whichever is the lower.

6.34 The Estate predominantly comprises storage and distribution (B8) uses. The PUSH strategy⁷⁵ seeks additional B8 floorspace use in South Hampshire. However, ancillary Class B1 processing and assembly e.g. repackaging prior to distribution, would be acceptable.

74 PUSH Economic Development Strategy

75 PUSH Economic Development Strategy, DTZ, October 2010

6.35 The Estate occupies a sensitive location in landscape terms on the western edge of Nursling with views from the motorways and railway. Development, redevelopment or open storage, including containers, should be designed to minimise their prominence in the landscape and existing strategic landscaping retained, respect the views from the transport network and retain wider views of the countryside. The height of stacking of containers is restricted so that they are not prominent in the landscape or in the estate.

Andover

6.36 Andover has an important economic role. It is a significant centre for employment and acts as a key destination for an extensive catchment area. It sits on the western edge of the Enterprise M3 LEP. The Council, with the LEP is working to develop the economy and maintain and enhance its role as an employment centre.

6.37 As part of supporting the town's economy the Council commissioned both an Employment Land Review (ELR) and a Long Term Economic Strategy and updates to indicate the quantum of additional employment land needed in Andover. The ELR assessed the comparison between the future requirements for employment land with the quantitative and qualitative suitability of existing sites. The ELR and the 2011 update concluded that when taking account of the current supply of sites and existing commitments and allocations within the Borough Local Plan (2006), there was no requirement for further employment sites. The Local Plan proposes to reaffirm the development of the Andover Business Park; its allocation at Walworth Business Park; and identifies a site for the expansion of the town centre.

Walworth Business Park

6.38 Walworth Business Park is the largest employment estate in Andover. It was planned in the 1960s and 70s as part of the expansion of Andover. It is located adjoining the town's ring road with good access to the A303(T).

6.39 The Council is working in partnership with a private sector partner, Kier, on the long-term rejuvenation of the Walworth Business Park and to a lesser extent East and West Portway Business Parks. Using the partner's skills and expertise in development and management the Council aims to increase occupation and employment levels, redevelop and refurbish existing buildings and develop new buildings with diversified uses, attracting investment and new business into the Borough. The extension to Walworth Business Park will provide additional opportunities for existing and new companies in Andover and help rejuvenate the Walworth Business Park.

Policy LE8: Extension to Walworth Business Park

Approximately 11 hectares of land to the east of the Walworth Business Park is proposed for employment uses (Class B1(b), Class B1(c), Class B2 and Class B8) (See Map E)

Development will be permitted provided that:

- a) it is designed to take account of its surroundings particularly with regard to Picket Piece (see policy COM6 and Map E) and its location on the approach to Andover;
- b) landscaping of approximately 15m wide on the southern and eastern boundary and landscaping of approximately 5m wide on the northern boundary with Walworth Road is provided;
- c) access to the site via;
 - i) a new vehicular junction on Walworth Road;
 - ii) pedestrian and cycle links to Walworth Road and to Ox Drove.

- 6.40** The allocated land which is south of Walworth Road is within the Council's control and is seen as an integral part of the strategy to rejuvenate the Business Park. Land to the north of Walworth Road already has permission for employment use. Development would need to have regard to Picket Piece as well as the setting of the eastern approaches to Andover.
- 6.41** In landscape terms the most sensitive boundaries are those to the east adjoining Picket Piece and south along Ox Drove. Walworth Road is set in an attractive green corridor which should be complemented by the proposals. The landscaping proposals are intended to mitigate the visual impact of development. The design of any buildings and the details of any landscaping scheme should be considered together to provide a comprehensive approach to the development of the site.
- 6.42** A new junction on Walworth Road would serve the allocation. Provision of links that promote cycling and walking to the existing and proposed network should also be provided.

Andover Airfield Business Park

6.43 The Business Park (also known as Andover Commercial Park) on the western edge of Andover is intended to provide employment for a significant number of people. The site currently comprises a Co-operative Group distribution centre and ancillary uses of approximately 40,000sqm⁷⁶. Permission has also been granted for Stannah Ltd for a manufacturing unit and ancillary uses of 24,000 sqm⁷⁷ and for a 53,000sqm distribution warehouse⁷⁸. Whilst the site has outline planning permission and has plots which are developed or have full planning permission the policy has been included in order to provide a policy framework for the site's detailed implementation.

Policy LE9: Andover Airfield Business Park

Land off Monxton Road (see Map I) is identified for employment uses (Class B1, B2 and B8).

Development will be permitted provided that:

- a) a site of at least 0.5 hectares is to be reserved for facilities to serve the site;
- b) it is designed and landscaped to respect its surroundings and minimise visual intrusion particularly in relation to the A303(T);
- c) within the Class B1 elements 45% of the site should be provided as landscaping; and
- d) within the Class B2 & B8 elements 20% of the site should be provided as landscaping.

6.44 Land within the Business Park has been reserved for uses which could include a nursery, and convenience store in addition to the public house/restaurant to meet the needs of those working on the site. The site also has permission for a hotel which has been included to meet the needs of local businesses and support tourism in Andover.

6.45 The site is largely open and is visible from a number of locations. Structural landscaping has been undertaken to limit the development's visual impact. The permitted landscaping should be retained. Internal landscaping should be provided in order to have an attractive setting within the site and complement the existing provision.

6.46 The provision of the highway infrastructure for the site has been completed. Any further improvements necessary to deliver the remainder of the site would need to ensure that any impact on the highway network is minimised.

76 09/02392/OUTN Land at former Andover Airfield

77 10/02729/OUTN Land at former Andover Airfield

78 13/00034/FULLN Land at former Andover Airfield

Contingency

6.47 The delivery of the employment sites across the Borough is affected by a number of factors. Where there is an identified lack of employment sites being delivered so that the current requirement can not be met or that future evidence shows an increased demand for sites the Council will undertake the following actions:

- Work with landowners and developers to bring sites forward.
 - Bring forward specific Development Plan Documents.
 - Keep under review its own land holdings, including George Yard / Black Swan Yard, Walworth Business Park and Portway Business Parks.
 - Review the long term protection of sites identified within the plan.
 - Consider the viability of development and review the level of contributions.
-

6.48 The existing employment sites within the Borough are an important component of achieving sustainable development as they make a significant contribution to the local economy as a focus for jobs and opportunities to live and work in close proximity. There is pressure to redevelop existing sites for a range of uses, the cumulative impact of which in terms of loss of both sites and jobs could be significant. The Employment Land Review highlighted the importance of retaining existing sites as part of an overall strategy. However, the Council recognises that the needs of businesses change over time and that some sites will no longer be suitable as locations for all forms of economic activity.

6.49 To ensure that there is enough land of the right type in the correct location to meet the needs of businesses and support the objective of increasing self containment the Local Plan has identified important strategic employment sites (see Annex E) as informed by the Employment Land Review and safeguarded against their loss to other uses.

Policy LE10: Retention of Employment Land and Strategic Employment Sites

On existing employment sites, allocated employment sites, or sites with planning permission for employment use, which have not yet been fully implemented, development for an alternative use will be permitted provided that:

- a) the land is no longer required to meet economic development needs of the area; or
- b) the current activity is causing, or could cause significant harm to the character of the area or the amenities of residents; and
- c) it would not have a significant detrimental impact on the operation of the remaining occupiers of the site.

On strategic employment sites identified in Annex E development for an alternative use will be permitted provided that:

- d) it would not have a significant detrimental impact upon the continued primary use of the site for employment; and
- e) criteria a), b) and c) have been satisfied.

- 6.50** The loss of land currently in employment use to alternative uses can increase existing problems such as out-commuting and the lack of certain types of employment, particularly manufacturing. In rural areas, such sites may be difficult to replace.
- 6.51** The Council will permit other forms of development on these sites, if it can be demonstrated that they are no longer required to meet economic development needs through for example, evidence of market signals. The Council will expect evidence to show that positive marketing of the site has been undertaken. Proposals for the loss of sites will need to demonstrate the benefits of the proposed use and that the local economy will not be harmed.
- 6.52** In some cases the particular existing uses on site may be causing such serious environmental harm that their removal may be desirable and redevelopment of the site for more appropriate business activities may be justified. It would need to be demonstrated that the displaced uses would not be seeking an alternative site which would simply mean the relocation of the environmental problem to another location.
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Retail and Town Centre Uses

- 6.53** Town centres provide a range of functions for retail, commercial and leisure uses. Within Test Valley, the Council identifies Andover and Romsey Town Centres as locations where existing town centre uses should be retained and where other main town centre uses are encouraged to locate. Stockbridge is also identified as a local centre because of the large rural catchment it serves and the range of facilities it provides.
- 6.54** A successful town centre should provide a range of activities which would encourage a wide range of trips and increase the potential for linked trips. Whilst shopping is the main activity, a significant number of visits to the centres are non-shopping trips. The Council through its policies is responding to changes in the retail sector by seeking to introduce a degree of flexibility which would enable other non-retail uses to be located in the town centre. This approach seeks to help the town centres to respond to changes in the economy and trends in shopping.
- 6.55** The presence of temporary retail uses, such as pop up shops, may also increase in the future, potentially further adding to the vitality of town centres. The Council will support such initiatives.

Policy LE11: Main Town Centre Uses

Main town centre uses (such as large scale retail, office, entertainment and leisure) will be permitted within the town centres of Andover and Romsey (see maps 2 and 4).

Development for main town centre uses and extensions, with a gross floorspace exceeding 280sqm, outside of Andover and Romsey town centre will not be permitted if following a Sequential Assessment they could be accommodated firstly within a town centre, or then secondly, an edge of centre location.

Development for retail, leisure and office uses outside of the defined town centres of Andover and Romsey with a gross floorspace exceeding:

- a) 1,000sqm within Andover and Romsey; or
- b) 500sqm elsewhere in the borough,

will be permitted, subject to the completion of an Impact Assessment demonstrating no significant adverse impact.

Any main town centre uses that would harm the vitality and viability of town centres will not be permitted.

- 6.56** The Council has identified the town centre boundaries for Andover and Romsey. This reflects the extent of the primary shopping areas and predominantly the leisure and commercial uses.
- 6.57** The Council supports the sequential approach to considering proposals outside of the town centres for main town centre uses and will expect proposals of more than 280sqm to demonstrate that an assessment has been undertaken. The preference will be for a 'town centre' location followed by 'edge of centre'.
- 6.58** For proposals for larger scale retail, leisure and office uses outside the town centres of more than 1,000sqm in Andover and Romsey, or more than 500sqm elsewhere in the Borough, an Impact Assessment will also be required (in addition to a Sequential Assessment) to assess what impact the proposal would have on the vitality and viability of the town centre. Any major development proposed in the two town centres should be of a scale that respects the size and character within which it is proposed.

Retail

Romsey Town Centre

- 6.59** Romsey town centre serves both its residents and those of its immediate rural catchment as a shopping, service and business destination. Romsey is set apart from other immediate town centres with its historic character providing a high quality setting for a mix of activities. The mix of town centre uses has a positive effect on its viability and vitality. The Council wants to encourage its continued prosperity and provide a focus for community activity. However, this needs to be balanced against conserving the character of the historic centre of Romsey, particularly where new development is proposed both in terms of types of use and the more detailed aspects such as shop front design⁷⁹.
- 6.60** The Council is developing Romsey Future, a project aimed at creating a strategic vision for the town, ensuring its future as a vibrant, thriving market town. As part of this project, both Hampshire County Council and Test Valley Borough Council are considering ways in which the centre of Romsey could be enhanced to provide a more attractive environment to visitors and shoppers, and to encourage them to come to the town. The policies within the Local Plan have been written to help achieve that vision.
- 6.61** The Council has identified both the primary and secondary shopping frontages within the primary shopping area and seeks to retain these units for shops (Class A1 use), financial and professional services (Class A2 use), restaurants and cafes (Class A3 use), drinking establishments (Class A4 use), and hot food takeaways (Class A5 use).
- 6.62** In the primary shopping area, it is desirable to maintain a high proportion of retail (Class A1 use) and restrict other uses. An over concentration of non A1 uses may lead to less active frontages and make areas less attractive to shoppers thus causing an impact on the existing retail units.

79 Shopfront Design Guide SPD, Test Valley Borough Council, 2010

Policy LE12: Ground Floor Uses in Romsey

Only shops (Class A1 use), financial and professional services (Class A2 use), restaurants and cafes (Class A3 use), drinking establishments (Class A4 use), and hot food takeaways (Class A5 use) will be permitted within the ground floor units within the primary and secondary shopping frontages fronting a street or pedestrian thoroughfare (see Map 4).

Within the primary shopping frontages of Romsey, the use of ground floor units fronting a street or pedestrian thoroughfare for financial and professional services (Class A2 use), restaurant and cafes (Class A3 use), drinking establishment (Class A4 use) and hot food takeaways (Class A5 use) will be permitted provided that:

- a) the proposed use would not result in the number of units in non shop (non-Class A1) use exceeding the proportion of 35%; or
- b) the proposed use would not result in a concentration of more than three consecutive units in non shop (non-Class A1) use.

Future Retail Opportunities

6.63 Within Romsey town centre, there are limited opportunities for additional large scale retail development, which would need to have regard to its historic environment. However, the Council will consider favourably proposals for additional retail development, including extensions, in the town centre. Taking account of constraints, the southern side of the town centre may provide potential.

6.64 Retail studies commissioned by the Council have re-affirmed previous studies⁸⁰ that a significant amount of both convenience and comparison expenditure goes to other centres such as Chandler's Ford, Totton and Southampton. Any proposals for additional floorspace in Romsey, outside of the town centre, exceeding 280sqm will require a Sequential Assessment, and exceeding 1,000sqm additionally an Impact Assessment.

Andover Town Centre

6.65 Andover town centre serves the town and a large rural catchment with an estimated population of 70,000. Within the South East Plan it was identified as a secondary regional centre suitable for major retail development and uses which attract a large number of people. The Council wants to retain and enhance the role of the town centre as a shopping destination. It considers that its future expansion should be supported together with maintaining a range of uses to encourage people to use the town centre.

80 Romsey Town Centre Study, University of Southampton (2011). Test Valley Retail Study, NLP (2012). Southampton & Eastleigh Retail Study, GVA (2011).

- 6.66** To help achieve this the Council along with other interested parties including local retailers and business leaders have established the Andover Summit with the aim of pooling ideas and agreeing a set of priority actions for the town. Agreement was reached on a six point plan to rejuvenate the town centre which includes reviewing planning controls, environmental benefits, signage, parking, town centre management and high street events. The policies within the Local Plan have been written to help support those priorities where planning plays a key role.
- 6.67** The Council has identified both the primary and secondary shopping frontages within the primary shopping area and seeks to retain these units for shops (Class A1 use), financial and professional services (Class A2 use), restaurants and cafes (Class A3 use), drinking establishments (Class A4 use), and hot food takeaways (Class A5 use).
- 6.68** In the primary shopping area, it is desirable to maintain a high proportion of retail (Class A1 use) and restrict other uses. An over concentration of non A1 uses may lead to less active frontages and make areas less attractive to shoppers thus causing an impact on the existing retail units.

Policy LE13: Ground Floor Uses in Andover

Only shops (Class A1 use), financial and professional services (Class A2 use), restaurants and cafes (Class A3 use), drinking establishments (Class A4 use), and hot food takeaways (Class A5 use) will be permitted within the ground floor units within the primary and secondary shopping frontages fronting a street or pedestrian thoroughfare (see Map 2).

Within the primary shopping frontages of Andover, the use of ground floor units fronting a street or pedestrian thoroughfare for financial and professional services (Class A2 use), restaurant and cafes (Class A3 use), drinking establishment (Class A4 use) and hot food takeaways (Class A5 use) will be permitted provided that:

- a) the proposed use would not result in the number of units in non shop (non-Class A1) use exceeding the proportion of 30%: or
- b) the proposed use would not result in a concentration of more than three consecutive units in non shop (non-Class A1) use.

- 6.69** A mix of town centre uses has a positive effect on its viability and vitality and the Council wants to encourage its prosperity and provide a focus for community activity. However, these need to be balanced against preserving the character of the centre of Andover both in terms of types of use and the more detailed aspects such as shop front design⁸¹.

81 Shopfront Design Guide SPD, Test Valley Borough Council, 2010

- 6.70** The Council has identified both the primary and secondary frontages and seeks to retain these units for shops (Class A1 use), financial and professional services (Class A2 use), restaurants and cafes (Class A3 use), drinking establishments (Class A4 use), and hot food takeaways (Class A5 use).
- 6.71** In the primary shopping area, it is desirable to maintain a high proportion of retail (Class A1) use and restrict other uses. Over concentration of non A1 uses may lead to less active frontages and make areas less attractive to shoppers thus causing an impact on the existing retail units.

Future Retail Opportunities

- 6.72** The population of Andover is set to increase significantly during the plan period. The opportunity to encourage different retail uses to provide greater choice has been recognised through the Andover Vision, the Andover Summit and the Council's own studies.

Policy LE14: Mixed Development at George Yard/Black Swan Yard

Land at Eastern Avenue is proposed for comparison retail floorspace together with offices, housing, leisure uses and car parking (see Map J).

- 6.73** The Retail Studies 2007 and 2012⁸² identified the potential for additional retail floorspace for both food and non-food. Additional non-food floorspace would improve the town centre's retail offer through increasing the range and choice of shopping provision.
- 6.74** There are few opportunities within the town centre where additional provision for significant comparison shopping could be accommodated. The area to the west of Eastern Avenue has been identified as the best location. The area is of sufficient size to accommodate the scale of new retail development envisaged and is well related to the existing primary shopping area, with opportunities to utilise new and existing pedestrian links. The scale of development would need to respect the existing town centre and not detract from its character or make it a less attractive location in which to shop. The scale, massing and design of development should respect the conservation area and the site's relationship with other heritage assets.
- 6.75** As part of the mixed use it is considered that the site can accommodate approximately 100 dwellings. The Council will produce a Supplementary Planning Document to provide more detail on how the site could come forward.

82 Retail Capacity Study, NLP, 2007 and 2012 Update

Stockbridge Local Centre

6.76 Stockbridge, as a local centre, serves the immediate day to day retail and service needs of a number of rural settlements in the centre of Test Valley. The High Street contains a mix of both residential and business premises and includes a number of retail outlets, both convenience and specialist shops, public houses, restaurants and tourist accommodation. The town has a tourist role, particularly associated with the River Test and is internationally renowned for fishing.

Policy LE15: Stockbridge Local Centre

Development fronting on to the High Street (Map 45) will be permitted provided that:

- a) its size is appropriate to the scale and function of the local centre; and
- b) it would not have a significant adverse impact on the vitality and viability of the local centre.

6.77 Development should be at a scale that respects the size of the local centre and its vitality and viability protected. Account should also be taken of the character of the town and the more detailed aspects of shop front design⁸³.

6.78 The Council wishes to retain the existing provision of shops in ground floor uses in the High Street in order to maintain active frontages which are attractive to both shoppers and visitors and to meet the retail and service needs of the communities which Stockbridge serves.

Rural Economy

6.79 Rural Test Valley has a wide variety of employment types ranging from the more traditional agricultural industry and small business uses to national companies such as Hildon Water which is based at Broughton. The tourism industry is expanding as visitor numbers increase.

6.80 However, and following a national trend, the rural economy is evolving and diversifying. In the longer term the percentage of those employed in agriculture, forestry and fishing will decrease⁸⁴.

6.81 What the Council wishes to achieve is to support the growth of all types of business without being to the detriment of the countryside. To help with striking that balance the focus is on re-using existing buildings, expanding existing employment sites and supporting the tourist economy. Proposals to support the rural economy, including the diversification of agricultural businesses, which do not fall within the policies set out below will be considered on their individual merits.

83 Shopfront Design Guide SPD, Test Valley Borough Council, 2010

84 Long Term Economic Strategy, 2010 (page 23)

- 6.82** The recent changes to Permitted Development (PD) Rights allows for the conversion of agricultural buildings to certain uses without the need for planning permission. Where this is the case the requirements of policies LE16 – LE18 do not apply. The changes to PD are time limited. You are advised to seek guidance from the Council to confirm whether your proposal can be considered under PD.
- 6.83** Within the rural parts of the Borough there is a significant stock of buildings, many of them originally constructed to meet the needs of farming. The changes taking place in the way agriculture operates means that there are a substantial number of buildings that are no longer needed. These buildings represent a significant asset which wherever possible should be re-used to support the principles of supporting sustainable economic growth in the countryside. At the same time their re-use needs to be managed to limit the impact on the character of the countryside.

Policy LE16: Re-Use of Buildings in the Countryside

The re-use of buildings in the countryside for commercial use (including tourist accommodation) will be permitted provided that:

- a) the building is structurally sound and suitable for conversion without substantial rebuilding, extension or alteration; and
- b) the proposal would not result in the requirement for another building to fulfil the function of the building being converted; and
- c) the proposed use is restricted primarily to the building; and
- d) development would lead to an enhancement of its immediate setting.

The re-use of buildings in the countryside for residential use will be permitted provided, in addition to criteria a) – d) above, that:

- e) the proposal is for occupational accommodation for rural workers; or
- f) it is demonstrated that every reasonable attempt has been made to secure commercial use (including tourist accommodation); or
- g) there is no other means of protecting and retaining the building which is of architectural or historic merit.

- 6.84** To support growth and expansion of the rural economy existing buildings suitable for conversion should be put to small scale commercial uses to help sustain the rural economy without creating the need for new buildings in the countryside. Many buildings are capable of conversion to provide an efficient working environment attractive to firms and staff. Employment uses will often require only minor alterations to the structure or exterior of the building, thereby maintaining its traditional appearance in the rural scene and, in the case of buildings of historic or architectural merit, its original character.

- 6.85** Buildings constructed of temporary or short-life materials, or which are derelict or in an advanced state of disrepair, are not considered suitable for re-use. The extent of adaptation required to bring them into use is likely to have an impact on the rural scene similar to that of a new building. A structural survey of the building to be converted may be necessary. The re-use of buildings with architectural or historic merit will be positively encouraged. The retention of buildings which are not in keeping with their rural setting or are visually intrusive because of their location, form, bulk or general design will be discouraged.
- 6.86** The aim is to keep the amount of new building required in the countryside to a minimum and to protect the character of the existing building, by maintaining its original structure, built form, architectural detail, materials and general design. However, where proposals for alternative use require the creation of new ancillary buildings and/ or extensions to that being converted these will be considered on their own merits. The Council wishes to ensure that uses ancillary to the new use of the building, such as additional car parking or open storage, do not have an impact on the surrounding countryside.
- 6.87** The character of the countryside would be jeopardised if the many buildings which are still capable of continued agricultural use were put to other more lucrative uses, thereby generating the potential demand for new agricultural buildings. Many agricultural buildings can be erected without planning control⁸⁵. It is therefore important not to permit a change of use of an agricultural building if a new building would be required on the farm unit to fulfil the function of the building being converted unless it is no longer suitable for agricultural use.
- 6.88** Care will need to be taken to ensure that uses ancillary to the new use of the building, such as car parking and open storage do not have an intrusive impact on the rural environment including the extensions of the curtilage of the development into the countryside. Account will also be taken of amenity issues such as noise, smell or over-illumination.
- 6.89** The policy allows for the re-use of non residential buildings as new homes but this need to be balanced against the importance of retaining buildings which are capable of helping the rural economy⁸⁶.
- 6.90** Conversion to residential use will only be allowed if it is for a rural worker (see Policy COM10) or has been demonstrated that commercial uses are not viable. Evidence should be submitted that a marketing exercise (for a minimum of six months) has been undertaken within appropriate press and at a price reflecting the potential for other uses, excluding residential, and not just the existing use.
- 6.91** In certain circumstances, residential use may be justified as an appropriate means of preserving a building of particular architectural or historic merit because it is the only means of funding its restoration and retaining its original features. In these circumstances, evidence should be provided which sets out that a commercial proposal would not be appropriate in retaining the building.

85 General Permitted Development Order, 1995

86 Employment Land Review, 2008

Policy LE17: Employment Sites in the Countryside

The redevelopment, extension of buildings or erection of new buildings on existing employment sites for employment use will be permitted provided that:

- a) it is contained within the lawful employment site; and
- b) the proposal is well related to any retained buildings; and
- c) it does not include outside storage where this could be visually intrusive.

6.92 There are a number of sites which have a variety of industrial, storage or business uses. These sites comprise an important element of the rural economy and provide local job opportunities for those in rural areas. Proposals for their redevelopment or intensification through extensions, new buildings or redevelopment can take place within the boundary provided that it does not result in significant harm to the landscape which is protected under policy E2 and deals comprehensively with the whole site. Proposals which involve the extension of the site boundary into the countryside would be considered on their individual merits. Open storage will only be permitted if it is not visually intrusive.

Tourism

6.93 The tourism industry represents expenditure in the Borough of approximately £155m in 2010⁸⁷. There is a strong relationship between the quality of the built and natural environment and the reasons behind why visitors are attracted to the area.

6.94 The Council wants to encourage visitors to the Borough whilst recognising that a balance needs to be maintained with regards to preserving the high quality environmental, historic, and cultural assets of the Borough. The re-use of existing buildings limits the harm to the environment and may help farm diversification schemes.

87 Long Term Economic Strategy, 2010

Policy LE18: Tourism

Proposals for tourist development will be permitted provided that:

- a) the proposal is located within a settlement; or
- b) where the proposal is located within the countryside:
 - i) it utilises an existing building and meets the requirements of policy LE16; and
 - ii) any extension or new buildings form part of an existing tourist facility; and
 - iii) in the case of seasonal structures these are temporary in nature and do not have an adverse impact on the landscape; and
 - iv) in the case of touring caravans and camping sites these are not prominent in the landscape.

Proposals which involve the loss of serviced accommodation (Class C1) and non- serviced tourist accommodation, including caravan and camping sites, will only be permitted provided that it can be demonstrated that the existing living accommodation unit is no longer economically viable or required.

- 6.95** The re-use or expansion of existing buildings and small scale new buildings can play an important part in the tourism industry for example through the provision of self catering accommodation. These need to be sensitively designed so as to not have an adverse impact on the landscape as set out in policy E2.
- 6.96** Seasonal structures related to tourism, such as marquees, can provide additional support to the local economy. Proposals of this type should be temporary in nature and not have an adverse impact on the landscape.
- 6.97** Touring caravans and camping sites are popular in some areas of Test Valley. The provision of new or the expansion of existing tourist accommodation sites may cause visual intrusion. This would need to be minimised by effective, high quality screening.
- 6.98** Proposals should help support other elements of the rural economy. For example the extension of a public house to provide tourist accommodation may help to support the viability of the public house which in turn provides benefits for the local community.
- 6.99** The Council recognises that visitors who stay will contribute more to the local economy in terms of expenditure than day visitors. In order to sustain Test Valley as a visitor destination and to encourage long stay visitors, it is necessary to protect visitor accommodation. The cumulative loss of visitor accommodation to an alternative use can weaken the destination's overall ability to attract visitors.
- 6.100** Any proposal which results in the loss of tourist accommodation including caravan and camping sites would need to demonstrate that it is no longer economically viable or required. This will be evidenced by appropriate marketing for a six month period at an appropriate price reflecting the tourist restriction.



7 Environment

7 Environment

- 7.1** The protection and enhancement of the Borough's environment and its resources under the wider objective of delivering sustainable development are key issues for the Local Plan. How the natural and built environment is managed has a significant impact on the character of the Borough.
- 7.2** Approximately 92% of the Borough is classified as rural⁸⁸. Its high quality landscape provides an attractive setting for the settlements within the Borough and combined with good access, makes for a very desirable location. These circumstances generate significant pressures on the countryside to meet a range of demands. The Local Plan seeks to manage the cumulative impact of development on the character of the countryside over time.
- 7.3** It is not just the countryside that makes Test Valley attractive. The built environment reflects the Borough's heritage and makes a significant contribution as a place to live and work. Its heritage is a valuable asset and the conservation and enhancement of the historic environment is essential to retain the distinctiveness of the Borough's settlements.
- 7.4** In protecting and enhancing the environment, consideration needs to be given to a number of detailed matters. Issues such as building materials and layout can have an impact when taken in the context of the local landscape and townscape.
- 7.5** The Council defines high quality development as being able to provide a positive environment for people to live and work. It should be well designed and attractive; respecting the local context in terms of materials, layout and views; and ensuring that proposals make a positive contribution to people's quality of life.

88 Rural and Urban Classifications 2004, Hampshire County Council

Policy E1: High Quality Development in the Borough

Development will be permitted if it is of a high quality in terms of design and local distinctiveness. To achieve this development:

- a) should integrate, respect and complement the character of the area in which the development is located in terms of layout, appearance, scale, materials and building styles;
- b) should not detract from the dominance of, or interrupt important views of, key landmark buildings or features;
- c) should be laid out to provide connectivity between spaces and a positive relationship between public and private spaces; and
- d) makes efficient use of the land whilst respecting the character of the surrounding area and neighbouring uses.

Development will not be permitted if it is of poor design and fails to improve the character, function and quality of the area.

- 7.6** Much of the identity of an area is derived from a combination of distinctive local building types, materials, layouts, the relationship between buildings and making use of natural features. The pattern of development varies across the Borough. In the built up areas there will often be a discernible pattern of development with either a historic core and modern estates with a particular style. In the rural villages there is a strong historic pattern with modern changes on the periphery.
- 7.7** New development should complement these local features and patterns with regard made to orientation and character of the immediate area. The Council has adopted a number of Village and Town Design Statements as SPDs which set out the individual characteristics of the settlements.
- 7.8** There are some settlements within the Borough that have a distinctive linear character. Development would be acceptable in these locations provided that it was sensitively designed to take account of the siting of buildings and scale.
- 7.9** The layout of a scheme provides the basic plan on which all other aspects of the development depend. It is important that the layout respects the local context, allows an attractive development to be achieved, enables people to find their way around and is safe and secure.
- 7.10** All new buildings should be carefully designed to respect and enhance their surroundings. Buildings that are out of scale can detract from the character and amenity of an area. The scale, including its height and massing (the combined effect of its footprint, volume and shape), of a building determines its impact on views, skylines and its relationship with surrounding buildings and spaces.

- 7.11** New buildings should be of a similar scale to other buildings in the surrounding area, unless they are necessary to reflect a development’s function or to create a landmark in an appropriate location. In such cases larger scale buildings may be appropriate provided that important views, especially of landmark features, from public places, including transport corridors and rights of way, are retained.

- 7.12** Extensions or alterations can have a cumulative impact on the character of the area and can overwhelm an existing building to the extent that its original character and symmetry is significantly eroded. To minimise this the proposal would need to be subsidiary to the original building and not dominate in scale.

- 7.13** The detailed design of buildings and use of materials provides many local areas with character and identity. When designing new schemes developers need to consider: architectural or building styles; decorative elements; colours, materials and textures; and how the building relates to neighbouring developments. Where relevant proposals should have regard to Village and Town Design Statements⁸⁹ and the Shop Front Design Guide SPD⁹⁰. The Council will seek to maintain and strengthen the character and identity of settlements by ensuring that development is undertaken using materials and styles that complement those found in the local area.

- 7.14** Developments are generally more attractive if they have a degree of visual interest. The range of styles and materials used should be limited to avoid a disjointed appearance. Visual interest can be provided through detailing, provided this does not detract from the character of an area. Original and innovative designs can be used to help raise the standard of design in an area although it is important that such designs do not detract from the visual unity of areas that already have a successful, compatible mix of styles and materials. The inclusion of art within new development can provide interest and enhance design and opportunities will be encouraged.

- 7.15** The positive integration between people and places helps establish a sense of ownership of the area. The Council will encourage developers to design layouts that provide a clear distinction between public and private space as this will help to promote community safety and reduce opportunities for criminal activity. The passive surveillance of public spaces also reduces opportunities for crime and people’s perceptions of their vulnerability. This can be achieved through ‘active frontages’, where the windows and doors of buildings overlook streets or other public areas.

- 7.16** In some parts of the Borough the over development of land is not always appropriate because of the impact on the existing character. In certain places where schemes are in a sustainable location, are well designed and are not out of character the efficient use of land can make a positive contribution and is supported.

89 See Test Valley Borough Council website for full list of adopted Town and Village Design Statements

90 Shopfront Design Guide, TVBC, 2010

Policy E2: Protect, Conserve and Enhance the Landscape Character of the Borough

To ensure the protection, conservation and enhancement of the landscape of the Borough development will be permitted provided that:

- a) it does not have a detrimental impact on the appearance of the immediate area and the landscape character of the area within which it is located;
- b) it is designed and located to ensure that the health and future retention of important landscape features is not likely to be prejudiced;
- c) the existing and proposed landscaping and landscape features enable it to positively integrate into the landscape character of the area;
- d) arrangements for the long term management and maintenance of any existing and proposed landscaping have been made; and
- e) it conserves the landscape and scenic beauty of the New Forest National Park or the North Wessex Downs Area of Outstanding Natural Beauty where applicable; and
- f) does not result in the loss of important local features such as trees, walls, hedges or water courses.

7.17 The landscape is the most readily appreciated feature of Test Valley's built and natural environment. The Borough's landscape varies from chalk downland in the north to the heathlands and woodland of the south. The River Test and its tributaries are a prominent feature in the landscape. These features help shape the settlements of the Borough.

7.18 It is important to conserve and, where possible, enhance the various landscape character areas within the Borough. Any new development should be in keeping with the character of the local landscape in terms of its location, siting and design. The Landscape Character Assessment 2004⁹¹ was prepared jointly with the County Council and former Countryside Agency. It is an important tool to inform decisions on the impact of development and ensure that development will not be an anomaly in the local landscape. The merits of updating the Landscape Character Assessment will be considered by the Council. This will include the possibility of working jointly with neighbouring authorities.

7.19 Certain areas such as the New Forest National Park⁹²⁹³ and North Wessex Downs AONB⁹⁴ receive special protection. The New Forest National Park Authority is the planning authority for that part of the designation which falls within Borough.

91 Test Valley Community Landscape Project: Landscape Character Assessment, 2004

92 A landscape character assessment is available for the New Forest National Park Authority

93 The statutory duty is provided via the Environment Act 1995

94 A landscape character assessment is available for the North Wessex Downs AONB

- 7.20** The Council has a duty under Section 85 of the Countryside and Rights of Way Act 2000, to have regard to the purpose of the AONB designation in making decisions as the local planning authority. The purpose (Section 82(1) of the Act) is to conserve and enhance the natural beauty of the AONB. A Management Plan⁹⁵ for the AONB has been prepared by the Council of Partners on behalf of the constituent local authorities. The Council has adopted the Management Plan and will take account of it in its decision making.
- 7.21** Within nationally designated areas the Council will expect particularly high standards of overall design including landscaping. The setting of nationally important landscapes need to be taken account of when assessing proposals for development outside of these designated areas.
- 7.22** Smaller, individual features can combine to establish a character and identity of an area. These elements, such as trees, hedgerows and water courses often provide recognisable boundaries to settlements help establish an identity of that area. These features should be protected as their loss either individually or cumulatively, could have a potential impact on both the immediate and wider character of the landscape.
- 7.23** Development should be designed to ensure the health and future retention of existing trees, including veteran trees, and hedgerows are not compromised⁹⁶. Proposed development should be designed to avoid the future need to fell trees or otherwise impede their growth. On housing developments, buildings should be placed sufficiently far away from trees to allow adequate daylight and sunlight to reach the proposed properties. Based on past experience a distance of approximately 15 metres should be provided between the dwelling and the outer edge of any mature canopy or canopies of trees.
- 7.24** The provision of landscaping can visually enhance an area and support local biodiversity. In considering any proposals, the Council will need to be satisfied that they have been informed by and taken into account the Test Valley Biodiversity Action Plan and the Landscape Character Assessment.
- 7.25** Attractive landscaping and boundary treatment help a development to integrate successfully with the wider area. To ensure this is achieved and continued the future management of landscaping, including the maintenance regime, needs to be agreed prior to permission being granted. Proposed landscaping and boundary treatments which would introduce unnatural features e.g. bunds, or inappropriate vegetation e.g. fast-growing conifers, or are out of character would not be appropriate. The species and location of vegetation included within landscaping schemes and boundary treatments should be appropriate for its location having taken into consideration growth of the vegetation and its impact on neighbouring land uses.

95 North Wessex Downs Management Plan 2014 – 2019, The Council of Partners, 2014.

96 BS 5837:2012 Trees in relation to design, demolition and construction - Recommendations

Local Gaps

- 7.26** The principle of local gaps is well established and has been supported by local communities for a number of years. Their designation aims to ensure that a sense of place is maintained for both those individual communities and for those travelling through the defined gaps.

Policy E3: Local Gaps

Development within Local Gaps will be permitted provided that:

- a) it would not diminish the physical separation and/or visual separation; and
- b) it would not individually or cumulatively with other existing or proposed development compromise the integrity of the gap.

Local Gaps have been identified between:

Andover – Anna Valley/Upper Clatford (see inset maps 1, 7 and 11);

Andover – Enham Alamein/Smannell (see inset maps 1 and 19);

Andover – Abbots Ann (see inset maps 1 and 7);

Andover – The Pentons (see inset maps 1 and 42);

Ampfield – Valley Park (see inset maps 3, 8 and 9);

North Baddesley – Chilworth (see inset maps 3 and 6);

North Baddesley – Valley Park (see inset map 3);

Romsey – North Baddesley (see inset map 3); and

Southampton – Eastleigh (see inset maps 3, 5 and 6).

- 7.27** The countryside around settlements plays an important role in helping to define their character and in shaping the settlement pattern of an area. The countryside around Andover and in Southern Test Valley in particular helps to define the distinct character of the two areas. Andover is separated from a number of small rural communities by relatively narrow areas of countryside. Similarly the relationship and sense of place between Romsey, North Baddesley, Ampfield, Chilworth, Valley Park and the larger urban areas of Southampton and Eastleigh is characterised by their separation with areas of countryside.
- 7.28** The purpose of the policy is not to prevent all development within a local gap. In some circumstances where the proposal is of a rural character, such as agricultural buildings, and has a minimal impact on the purpose of the gap, these may be permitted. Development on the edge of settlements will reduce the physical extent of the gaps and development within the gaps themselves could reduce the visual separation of settlements. The Council will take into account both the individual effects of the proposal and the cumulative effects of existing and proposed development.

- 7.29** In defining the extent of the gaps no more land than is necessary to prevent coalescence and retain separate identities of settlement has been included. To ensure that the local gaps can be easily identified, physical boundaries have been used to define their extent. Further justification and details of each of the gaps defined can be found in the Local Gap topic paper.

Residential Area of Special Character

Policy E4: Residential Areas of Special Character

Development⁹⁷ within residential areas of special character in Andover, Chilworth and Romsey identified on maps 1, 2 and 3 will be permitted provided that:

- a) the resulting sizes of both the proposed and remainder of the original plot, when sub-divided, are not significantly smaller than those in the immediate vicinity; and
- b) the development's size, scale, layout, type, siting and detailed design are compatible with the character of that Residential Area of Special Character.

- 7.30** The Council has identified a number of areas within Andover, Romsey and Chilworth which have distinctive characteristics. These areas have been identified as Residential Areas of Special Character. These have been supported by the community, in supplementary planning documents and at planning appeal.

- 7.31** These areas have a recognisable pattern of development which is characterised by low density. These areas typically have larger than average plots and often a similar architectural style; with mature landscaping and trees and have similar boundary features. The policy does not intend to prevent development, but aims to retain their distinctive local character through the control of sub division of plots or extension to existing buildings leading to higher density development and impact on those aspects that make that special character. In order to help retain the character of the area the resulting size of both the proposed and remainder of the original plot when sub-divided should not be significantly smaller than those within the immediate vicinity. The special character of each area is described in the Residential Area of Special Character topic paper.

⁹⁷ Including extensions, alterations, sub-divisions and redevelopment

Policy E5: Biodiversity

Development in the Borough that will conserve, and where possible restore and / or enhance, biodiversity will be permitted.

Development that is likely to result in a significant effect, either alone or in combination, on an international or European nature conservation designation, or a site proposed for such designation, will need to satisfy the requirements of the Habitat Regulations⁹⁸.

Development likely to result in the loss, deterioration or harm to habitats or species of importance to biodiversity or geological conservation interests, either directly or indirectly, will not be permitted unless:

- a) the need for, and benefits of, the development in the proposed location outweighs the adverse effect on the relevant biodiversity interest;
- b) it can be demonstrated that it could not reasonably be located on an alternative site that would result in less or no harm to the biodiversity interests; and
- c) measures can be provided (and secured through planning conditions or legal agreements), that would avoid, mitigate against or, as a last resort, compensate for the adverse effects likely to result from development.

The habitats and species of importance to biodiversity and sites of geological interest considered in relation to points a) to c) comprise:

- Sites of Special Scientific Interest (SSSIs);
- legally protected species;
- Sites of Importance for Nature Conservation (SINCs) and Local Nature Reserves (LNRs);
- priority habitats and species listed in the national and local Biodiversity Action Plans⁹⁹;
- habitats and species of principal importance for the conservation of biodiversity in England¹⁰⁰;
- trees, woodlands, ancient woodland (including semi-natural and replanted woodland), aged and veteran trees, and hedgerows; and
- features of the landscape that function as ‘stepping stones’ or form part of a wider network of sites by virtue of their coherent ecological structure or function or are of importance for the migration, dispersal and genetic exchange of wild species.

The level of protection and mitigation should be proportionate to the status of the habitat or species and its importance individually and as part of a wider network.

98 Sections 61 and 62 of the Conservation of Habitats and Species Regulations 2010 and subsequent amendments.

99 This includes the Hampshire Biodiversity Action Plan and Test Valley Biodiversity Action Plan

100 See Sections 40 and 41 of the Natural Environment and Rural Communities Act 2006 (the NERC Act)

- 7.32** Test Valley supports a range of biodiversity assets, including internationally and nationally important wildlife areas as well as those of local significance. It has a variety of habitats and is home to a number of rare and declining species.
- 7.33** The Council will seek to avoid any net loss of biodiversity across the Borough and will pursue opportunities to enhance the environment in line with the objectives of the Natural Environment White Paper ‘The Natural Choice’¹⁰¹. It will also be important to ensure that regard is given to the implications of a changing climate, to ensure that habitats are protected and enhanced to support their resilience to such changes.
- 7.34** Sites designated for international or European importance (or those proposed for designation) receive the highest level of protection for their ecological value – these comprise Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar sites. It may be necessary for project level assessments through the Habitat Regulations¹⁰² to be undertaken where there is a likelihood of significant effects¹⁰³, either alone or in combination, on these designations to ensure that they will not be adversely affected by any development proposals on their own or cumulatively. Proposal likely to result in an adverse effect, after taking account of avoidance and mitigation measures, will not be permitted.
- 7.35** The sites of international or European importance within Test Valley (either wholly or in part) are:
- Emer Bog SAC
 - Mottisfont Bats SAC
 - New Forest SAC, SPA and Ramsar site
 - Porton Down SPA
 - Salisbury Plain SAC and SPA
 - Solent and Southampton Water SPA and Ramsar site
 - Solent Maritime SAC
- 7.36** The Council is committed to working with other local authorities and groups to develop and implement a strategic approach to protecting international and European sites from the effects of development, including recreational disturbance and air pollution. This may include a range of mitigation, access management and monitoring measures, including for the New Forest and Solent designations.

101 The Natural Choice: Securing the Value of Nature, HM Government, 2011

102 The Conservation of Habitats & Species Regulations, 2010 SI No. 490 and subsequent amendments

103 This includes direct and indirect effects, including proposals beyond the designations. For example off-site effects on foraging habitat within 7.5km of Mottisfont Bats SAC and the area identified within the discharge constraint zone for Emer Bog

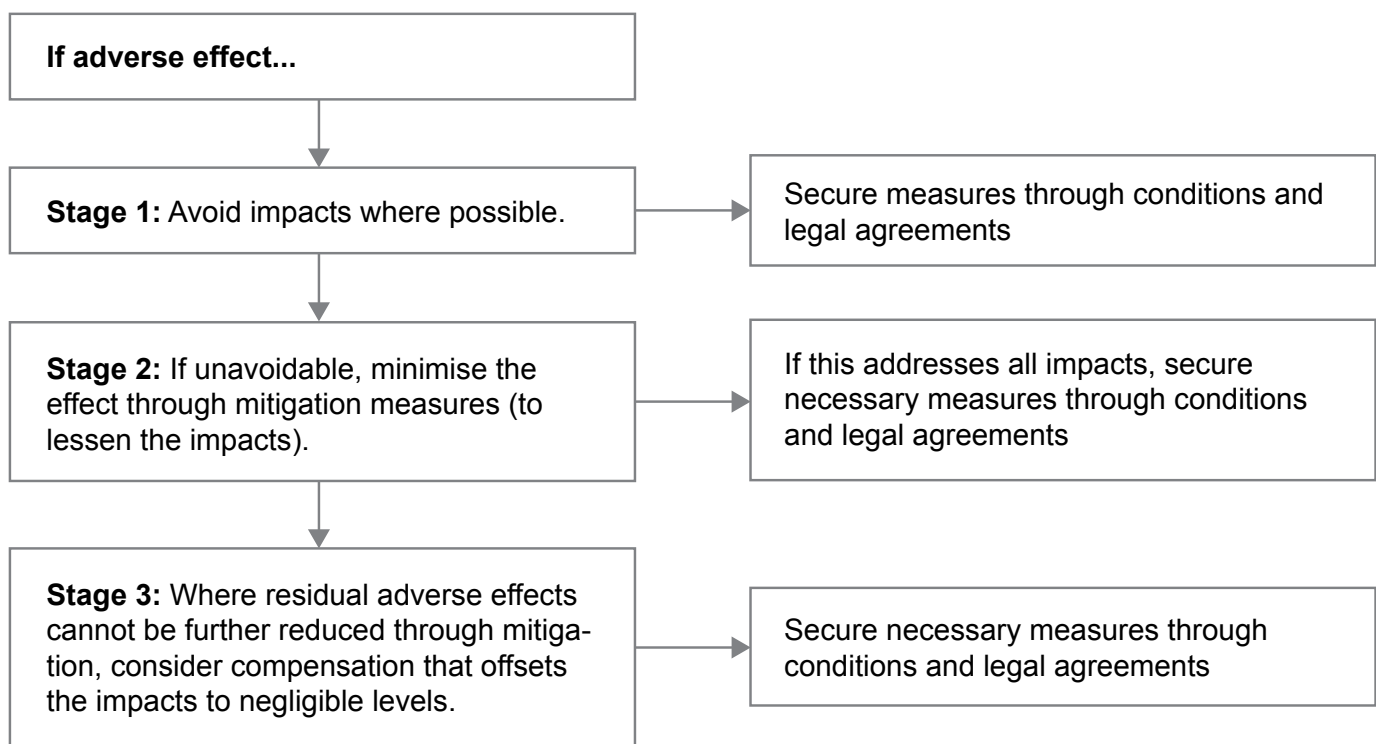
- 7.37** To minimise the impact of the increased population the Council proposes to bring forward new opportunities for informal recreation. Specific proposals have been identified as part of the development set out in Policies COM3 and COM4. In addition the Council will seek contributions from development towards a range of mitigation measures including securing access to new areas of land. In assessing the scale of the contributions the Council has calculated a need of 8Ha per 1,000 population in order to provide sufficient attractive, high quality alternative land as an alternative to the sensitive ecological areas. Contributions will also be secured towards monitoring the effectiveness of mitigation measures.
- 7.38** The Council has commenced work with neighbouring authorities and statutory bodies on preparing a long term approach for mitigating the recreational pressures on the New Forest ecological designations. In the short term the Council has approved the New Forest Interim Mitigation Framework 2014¹⁰⁴.
- 7.39** The Council has been working with a range of partners as part of the Solent Disturbance and Mitigation Project (SDMP), which has been set up to assess the likely impact from existing and future recreation pressure on the Solent SPA designations. The Council has approved an interim mitigation package¹⁰⁵ and is continuing to support the preparation of a full mitigation package.
- 7.40** Changes in air quality can affect international and European designated habitats. Proposals that have the potential to impact on air quality in such a way as to adversely affect these designations will need to identify mitigation measures. For example where it is evidenced that the increase in traffic movements will have an impact on air quality the promotion of more sustainable modes of travel will be sought. The Council will consider how best to monitor changes in air quality with partners in areas adjoining European sites likely to be affected by additional development.
- 7.41** The Borough also contains a wealth of habitats and species of national to local importance which are set out within the policy. Development that has the potential to harm these biodiversity assets and sites of geological interest will not be permitted unless the circumstances set out within the policy apply. Details of the national designations can be obtained from Natural England. Information on Local Nature Reserves can be obtained from the Council. Details of the Sites of Importance for Nature Conservation within the Borough can be obtained from Hampshire Biodiversity Information Centre.
- 7.42** For development that affects these features and assets the three tests set out within the policy will need to be satisfied. The level of protection given to such features will be proportionate to their status and importance both individually and as part of a wider network. Figure 2 sets out the approach to criterion c) within the policy. The Council will use planning conditions and/or agreements to secure measures including financial contributions to ensure that biodiversity conservation and geological interests are protected.

104 For a net gain in dwellings within 13.6km of the New Forest SPA

105 For net gains in dwellings within 5.6km of the Solent and Southampton Water SPA.

7.43 The Council will encourage the sympathetic management of existing wildlife sites and the restoration and enhancement of priority habitats, particularly where it would extend or link existing wildlife sites or support the targets within the local Biodiversity Action Plans. This may include projects within Biodiversity Opportunity Areas (BOAs), the Green Infrastructure Strategy and in the future potentially through Nature Improvement Areas (NIAs). In addition, opportunities to incorporate biodiversity in and around developments will be encouraged.

Figure 2: Approach to Avoidance, Mitigation and Compensation



Policy E6: Green Infrastructure

Development will be permitted provided that:

- a) it protects, conserves and where possible, enhances the Borough’s Green Infrastructure network;
- b) it avoids the loss, fragmentation, severance or a negative impact on the function of the Green Infrastructure network;
- c) mitigation is provided where there would be an adverse impact on the Green Infrastructure network; and
- d) where it is necessary for development to take place on identified areas of Green Infrastructure an appropriate replacement is provided.

- 7.44** Green Infrastructure (GI) encompasses a wide range of land uses including: natural and semi-natural areas such woodlands and water courses, sites which are of importance for their nature conservation value (SPAs, SACs, SSSIs and SINCs) and public open spaces, allotments and cemeteries. In combination they are capable of providing benefits for the biodiversity of the Borough and the health and wellbeing of its residents. The presence of high quality spaces can also have a positive economic effect.
- 7.45** The importance of Green Infrastructure has been recognised and is reflected in a number of Government policy statements, guidance and research. The National Planning Policy Framework looks to Local Planning Authorities to set out a “strategic approach in their Local Plans, planning positively for the creation, protection, enhancement and management of networks of biodiversity and green infrastructure”. The broad aim of the Government’s approach is to ensure the planning system delivers healthy sustainable communities which adapt to and are resilient to climate change and give the appropriate level of protection to the natural environment.
- 7.46** The Borough has produced its own GI Strategy (2014) which is based on the four key aims identified in the NPPF (creation, protection, enhancement and management). The GI Strategy identifies the different components which together form a network of multi-functional green space and is intended to provide a framework for supporting the existing GI assets and assist in co-ordinating the work of partner organisations. This will include the County Council, Environment Agency, PUSH, Natural England, Local Nature Partnership, landowners and local communities. The GI Strategy complements the GI Strategy produced by the Partnership for Urban South Hampshire (2010).
- 7.47** The delivery of the Strategy will be achieved through the implementation of policies set out in the Plan and specific initiatives and projects. The creation of new green spaces will be sought through Policy LHW1, protection can be achieved by applying Policy LHW1 and Policy E5, enhancement through Policy E2 and management through Policy COM15. The Plan also includes specific proposals such as Policy LHW2 Ganger Farm, Policy LHW3 Forest Park and site specific proposals within the proposed allocations. Funding will be sought from a range of sources including the Council’s Community Infrastructure Levy and Section 106 agreements. Access by the public to GI can be achieved through good design of new development and the provision of an improved rights of way network through such initiatives as the County Council’s Countryside Access Plans and the Council’s own Cycle Strategy.
- 7.48** In considering the merits of new development the Council will seek to protect the Borough’s GI and explore opportunities to enhance it including the creation of new GI assets, of equivalent or better in terms of quality, quantity and accessibility, via either on-site provision or financial contributions towards those areas or projects identified by the Council or the PUSH GI Strategy. Where opportunities are realised it will be important to secure their long term management to ensure that the contribution they make can be retained. If it is proposed to alter or remove such features the Council will expect developers to be able to clearly demonstrate why it is not possible or appropriate to retain them. The Council will resist proposals which would result in the loss or fragmentation of the network.

Climate Change

- 7.49** In order to support measures to mitigate against climate change, through the reduction of greenhouse gases, the Council has planned for new development in locations which provide realistic options for accessing facilities via methods other than the private car.
- 7.50** The Council supports the principle of energy generating proposals which help mitigate and adapt to climate change within both defined settlements and the countryside. The Council will consider the merits of such proposals against the relevant policies of the Local Plan. In line with national guidance an applicant is not required to demonstrate the need for such proposals¹⁰⁶. The Government has indicated its intention to use Building Regulations as a tool to deliver zero carbon housing by 2016 and non-domestic buildings by 2019. The Council is not proposing to apply an additional sustainability standard but will support proposals which exceed current Building Regulations.
- 7.51** The importance of climate change is echoed in the National Planning Policy Framework which requires local planning authorities to adopt positive strategies towards dealing with climate change. The NPPF identifies a number of factors which need to be considered over the longer term. For the Borough this means focusing on the issue of water supply and demand and avoiding areas at risk of flooding.

Policy E7: Water Management

Development will be permitted provided that:

- a) it does not result in the deterioration of and, where possible, assists in improving water quality and be planned to support the attainment of the requirements of the Water Framework Directive;
- b) it complies with national policy and guidance in relation to flood risk;
- c) it does not result in a risk to the quality of groundwater within a principal aquifer, including Groundwater Source Protection Zones and there is no risk to public water supplies;
- d) all new homes (including replacement dwellings) achieve a water consumption standard of no more than 110 litres per person per day; and
- e) all new non-residential development of 500sqm or more achieve the BREEAM¹⁰⁷ 'excellent' credit required for water consumption (reference Wat 1).

Criteria d) – e) need to be satisfied unless it can be demonstrated that it is not financially viable.

106 NPPF paragraph 98

107 Building Research Establishment Environmental Assessment Method – using the BREEAM 2011 standards

- 7.52** The water environment of the Borough is important for a number of reasons including its ecological value¹⁰⁸, its influence on the character and setting of the Borough and as a source of drinking water for the Borough, South Hampshire and the Isle of Wight. Approximately 77% of Test Valley overlies chalk strata and is defined as a principal aquifer. There are a significant number of public and private abstractions. Groundwater in the Borough is also very important in supplying the base flows to local rivers and supporting habitats.
- 7.53** Water resources within Test Valley are largely identified as having restricted water available for licensing purposes at moderate and low flows¹⁰⁹. On this basis the Environment Agency has advised that there is no likelihood of increasing the amount of water licensed to be taken out of local rivers or aquifers. Development will have to be planned within existing water resources, it is therefore particularly important to carefully manage how we use water. The Council will work with water utility providers and the Environment Agency to ensure that new developments (including their phasing) do not exceed water supply, waste water treatment and sewerage capacity.
- 7.54** Promoting more efficient use of water will be essential to help balance the needs of the community and the environment. The policy uses the proposed higher Building Regulations requirement for housing and BREEAM to secure increased water efficiency. Alternative approaches to securing the equivalent level of water efficiency sought through criteria d) to e) will be considered by the Council, where supported by appropriate evidence.
- 7.55** It will also be important to ensure the delivery of development is phased to take account of any ecological or capacity constraints, including environmental constraints for Fullerton Waste Water Treatment Works¹¹⁰. Development draining to this treatment works will be monitored in collaboration with the Environment Agency and Southern Water to ensure water quality objectives are not compromised.
- 7.56** There are legal requirements through the Water Framework Directive to give full consideration to the quality and quantity of ground and surface water bodies in order to aim to achieve ‘good’ status or ‘good ecological potential’ in all water bodies by 2027¹¹¹. The Council has a role in supporting the delivery of these objectives. It is essential that development does not cause deterioration in the status of water bodies. Where possible, schemes to enhance the status of the water bodies should be undertaken.

108 This includes designated sites, such as the River Test SSSI, and habitats that are dependent on water inputs

109 Test and Itchen Abstraction Licensing Strategy, Environment Agency, 2013

110 This serves Andover and a number of the surrounding settlements

111 For more information see the River Basin Management Plan South East River Basin District, Environment Agency, 2009

7.57 The Environment Agency has defined Groundwater Source Protection Zones across the Borough in order to protect these sources. When considering development proposals within these zones and principal aquifers, the Council will assess the likely risk of harm to groundwater resources from pollution or other activities such as engineering works.

Flood Risk

7.58 The NPPF sets out the approach to take in managing flooding from all possible sources¹¹². This can include river floodplain¹¹³ but also sites without adequate surface water run off, seasonal groundwater or where natural drainage is obstructed. Development may be permissible provided that it complies with the NPPF and national guidance, has regard to local evidence and strategies including the Local Flood Risk Management Strategy, and appropriate mitigation has been secured.

7.59 Sustainable Drainage Systems (SuDS) can have a role in the management of rainfall and surface water, as well as helping to improve water quality. In line with national guidance, major development will need to ensure SuDS are provided to manage runoff unless exceptional circumstances apply.

7.60 There are a number of organisations involved in flooding matters, including the Environment Agency¹¹⁴ and the Lead Local Flood Authority (Hampshire County Council)¹¹⁵. In addition to its responsibilities as a local planning authority the Council is committed to working with relevant organisations managing flooding across the Borough. Following the flooding within the Borough in 2013/14, the Council is working in partnership with the relevant agencies to develop measures to manage risks of flooding in the future. Implementation of any measures would depend on the availability of funding.

112 Paragraphs 100 – 104 of the NPPF, 2012 and the National Planning Practice Guidance

113 An indication of the location of floodplains can be found on the Environment Agency website

114 Environment Agency is responsible for flood risk from rivers and the sea, as well as regulating large reservoirs.

115 The Lead Local Flood Authority is responsible for managing the risk of flooding from groundwater, surface water runoff and 'ordinary watercourses' (i.e. water courses that are not part of a main river).

Policy E8: Pollution

Development will be permitted provided that it does not result in pollution¹¹⁶ which would cause unacceptable risks to human health, the natural environment or general amenity.

Development that would or could potentially generate pollution will only be permitted if it can be demonstrated that there would not be any adverse impact on human health, the natural environment or general amenity.

Development which is sensitive¹¹⁷ to pollution will only be permitted if the intended users are not subject to unacceptable impact from existing nearby uses having taken account of proposed mitigation measures.

- 7.61** The control of pollution is a complex process involving both the Council and other statutory bodies. The National Planning Policy Framework is clear that the impact of pollution is a material planning consideration.
- 7.62** Where development is proposed on or adjoining land which is known, or suspected, to contain or cause pollution the Council will require that all practicable and effective measures to investigate and remediate the site have been undertaken. It is the developer's responsibility to ensure that the site is safe for development.
- 7.63** Applications for development which are either likely to generate or are sensitive to pollution will require the submission of the relevant assessment based on current guidance and/or best practice. Advice on which assessment to use can be obtained from the Council's Housing and Environmental Health Service.
- 7.64** Where mitigation measures are proposed the Council will need to be convinced that the proposed measures will be effective with respect to human health, water sources and the wider environment. The provision of these measures should be in place at an early stage of the development.

116 Pollution is defined as anything that affects the quality of land, air, water or soil, which might lead to an adverse impact on human health, the natural environment or general amenity. Pollution can arise from a range of emissions, including smoke, fumes, gases, dust, steam, odour, noise and light (NPPF Glossary).

117 This includes housing, hospitals, schools and residential care and nursing homes

Noise and Vibration

- 7.65** Development sensitive to noise and vibration will not be permitted in areas where the existing levels of noise or vibration are too high unless appropriate mitigation is included in order to reduce disturbance to acceptable levels. Where practicable, mitigation should be achieved through a combination of:
- (i) the design of the site to optimise the layout of noise-sensitive buildings, private gardens and open spaces;
 - (ii) the use of acoustic barriers; and
 - (iii) the design of the internal layout of buildings to minimise noise exposure to the most sensitive rooms.
- 7.66** Noise mitigation involving sound insulation measures such as acoustic glazing and alternative means of ventilation should only be used where other mitigation means are not practicable. Noise insulation measures should be a last resort because they generally rely upon windows being kept closed in order to achieve acceptable internal noise levels, thereby compromising the amenity of the occupants. Where noise exposure is subject to uncertainty e.g. volume of traffic or intensification of industry, a precautionary approach should be taken.
- 7.67** Development which will generate noise and vibration must not cause unacceptable levels of disturbance to nearby uses. The Council will not restrict the future intensification of such development provided that the changes to the development would not be likely to result in significant adverse impacts on nearby land uses.
- 7.68** World Health Organisation noise standards will be relevant in the case of sensitive development being affected by existing road/rail traffic noise and BS4142:1997 will normally be relevant where industrial or commercial noise is concerned.

Light

- 7.69** The distinction between urban and rural Test Valley is important to local residents. The amount of artificial lighting clearly defines the urban and rural area. When well designed artificial lighting provides improvements to public safety and enables facilities such as car parks and public open space to be used at night. However, if the light direction and intensity is poorly designed it can cause light pollution from glare, scatter or spillage. The Council will consider the impact of any lighting scheme on local residents, highway users, the character of the area and the visibility in the night sky.

Air

7.70 Air quality within the Borough is generally good¹¹⁸. There are no Air Quality Management Areas within the Borough. Recent monitoring by the Council has identified a modest decrease in air pollution levels. However, there are areas of the Borough where the air quality requires improving. They are generally in those areas close to major roads where there is a high volume of vehicular movements. To improve air quality proposals should reduce the reliance on the private car and support alternative modes.

Historic Environment

7.71 The Borough's historic environment is one of its many assets. It comprises a number of heritage assets¹¹⁹ including individual buildings, groups of buildings, conservation areas, designed parks and gardens, archaeological sites and historic landscapes. All the Council's designated and non-designated heritage assets, as well as being important in their own right, contribute to the quality of life in the Borough and its attractiveness for economic development, particularly tourism which support the local economy.

7.72 The aim of the Council is to conserve and enhance the historic environment for the benefit of future generations. This will be achieved by:

- Resisting the loss of or harm to heritage assets;
- Positively considering proposals which secure the future of heritage assets;
- Recognising and managing pressures to adapt historic buildings to the demands of modern living through guidance leaflets and pre application advice;
- Recognising importance of heritage assets individually through the putting forward for listing at either a national or local level, as appropriate, buildings and structures;
- Undertaking a review of existing, and, where appropriate, considering the designation of new conservation areas within the Borough, and their respective appraisals;
- Maintaining and monitoring the register of buildings and other structures at risk which are most at risk through neglect, decay or other threats, working with others to consider opportunities and proposals to bring them back into an appropriate sustainable use, and where necessary using legislative powers to address specific issues;
- Raising awareness of the importance of heritage assets and how by applying best practice the sensitive adaptation of buildings can be achieved;
- Considering the merits of undertaking a Historic Environment Action Plan. This will include the possibility of working jointly with neighbouring authorities.

118 TVBC Air Quality Progress Report, 2011

119 A Heritage Asset is a building, monument, site, place, area or landscape identified as having a degree of significance meriting consideration in planning decisions, because of its heritage interest. Heritage asset includes designated heritage assets and assets identified by the local planning authority (including local listing) (NPPF Glossary).

- 7.73** The Council has produced a guidance note on Listed Buildings which includes details on the responsibilities of owners and how to apply for Listed Building consent. A similar guidance note has been published dealing with conservation areas. These are available on the Council's website.

Policy E9: Heritage

Development and/or works affecting a heritage asset will be permitted provided that:

- a) it would make a positive contribution to sustaining or enhancing the significance of the heritage asset taking account of its character, appearance and setting; and
- b) the significance of the heritage asset has informed the proposal through an assessment proportionate to its importance.

Development which will result in the substantial harm to or loss of the significance of a designated heritage asset will not be permitted unless:

- c) it is outweighed by the substantial benefit to the public of bringing the site back into use; or
- d) the nature of the heritage asset prevents all reasonable use; and
- e) its conservation can not be achieved by either a viable alternative use, support from public ownership or funding from other sources; and
- f) the harm or loss is outweighed by the benefit of bringing the site back into use.

Development which will lead to less than substantial harm to the significance of a designated heritage asset will be considered against the public benefit of the proposal, including securing a viable use.

The merits of a development affecting an undesignated heritage asset will be balanced against the scale of the harm or loss, either directly or indirectly, to the significance of that heritage asset.

The Council will only permit the loss of the whole or part of a heritage asset where it can be demonstrated that the new development will proceed after the loss has occurred.

- 7.74** Heritage assets are irreplaceable and should be retained wherever possible. For listed buildings, the Council will have special regard to the desirability of preserving the building or its setting or any historic features of interest¹²⁰. The Council recognises that some change may be necessary to ensure the asset is continued to be used and retained in its current or alternative appropriate use that is compatible with the conservation of its significance. However, such changes will need to be undertaken sensitively having fully recorded, understood and appreciated the significance of the heritage asset.

120 Section 66(1) Planning (Listed Buildings and Conservation Areas) Act 1990

- 7.75** To show an understanding of the significance of the asset the Council will expect the following assessment to have been carried out:
- an analysis of the asset to establish their historic, architectural and archaeological significance both as a whole and specific parts affected by the proposal;
 - an assessment, where appropriate, of the contribution made by the setting of the asset to its significance;
 - demonstrate that the assessment has informed the proposed use of the heritage asset and that it is compatible with its conservation.
 - that the detailed design, scale, layout, materials and architectural or historical features would be appropriate and sympathetic.
- 7.76** The assessment should be proportionate to the importance of the asset and sufficient to understand the potential impact of the proposal. Where an asset is to be lost, either wholly or in part, it will be expected that its significance will be recorded in a manner proportionate to its importance and impact.
- 7.77** Development¹²¹ can have a significant impact on a heritage asset as a result of poor design which has not taken account of the significance of it, for example its historic character or the pattern of development. Even small additions or alterations (such as extensions) may be inappropriate as they may not complement the existing appearance, materials or finishes or result in the loss of features or elements that contribute to the historic significance. This is the case for both external and internal additions and alterations. The use of traditional, local materials and building techniques, where appropriate, would help minimise the impact on the asset.
- 7.78** The setting of heritage assets is often essential to their character. The setting can be the immediate surroundings but may often include land some distance away where the context of the heritage asset can be appreciated. Insensitive development or changes to the landscape can affect the significance of the asset and the ability to appreciate it within its surroundings. Proposals for development will need to address their impact on the setting and seek to preserve those elements that make a positive contribution to the significance of the asset¹²². In considering proposals which affect listed buildings the Council has a statutory duty to consider the impact of development on their setting.

121 Development in this context means any works that require planning permission, listed building consent or conservation area consent

122 More details on how the setting is important to heritage assets can be found in “The Setting of Heritage Assets”, English Heritage, 2011.

- 7.79** The harm or loss of part or whole of a heritage asset will need to be justified as such assets are irreplaceable and should be retained wherever possible and feasible. Where the proposal would result in the substantial harm or loss of a designated heritage asset the Council will require evidence that there are considerable public benefits to justify its loss or that there are no other mechanisms for supporting the retention of the asset in the medium term. The merits of an alternative use may be considered where this would retain the asset providing it would not result in the loss of its important elements. It would also be important to ensure that any alternative use is capable of funding the conservation of the asset. Should the substantial harm or loss, either in whole or in part, be agreed the Council will require a clear indication that there are detailed plans and delivery mechanisms for the proposal's implementation. In order to advance the understanding of the significance of the asset to be lost the Council will require a proportionate record to be produced and made publicly available. The condition of an historic building resulting from deliberate damage and neglect will not be taken into account in any decision.
- 7.80** Conservation areas are areas of special architectural or historic interest, the character or appearance of which it is desirable to preserve or enhance. In considering proposals for development in conservation areas, the Council will require that the layout, form, scale, massing, density, roofscape and external appearance of the proposal to conserve and enhance the specific historic and architectural interest. It will be necessary to show the development in context with its surroundings, including existing buildings, trees and other features which contribute to the character of the conservation area.
- 7.81** Within a conservation area not all buildings contribute to its significance as a designated heritage asset. The Council would support proposals which would result in an enhancement of a conservation area or its setting through the alteration or replacement of those buildings which do not make a positive contribution. Proposals should demonstrate that they will make a contribution to the character and quality of the conservation area which is at least equal to or better when compared with the existing. In those cases where the building(s) does not make a positive contribution to the significance of the conservation area justification that the public benefit outweighs the harm will need to be provided.
- 7.82** Development which would involve ground disturbance in areas of known archaeological potential should be sensitively designed and located. A desk based archaeological assessment, and in certain circumstances a field evaluation, will be required. Where appropriate, archaeological remains should be preserved in situ with development being sensitively designed and located to allow their retention or minimise harm to them. Where this is not possible or feasible the Council will require a programme of archaeological investigation, excavation and recording prior to commencement.

- 7.83** Non designated heritage assets do not have statutory protection but have a degree of significance meriting consideration in planning decisions¹²³. This can include locally listed buildings¹²⁴, landscapes, non scheduled archaeological remains and Hampshire County Council's register of local historic parks and gardens. These assets and features (e.g. the use of Cob in construction) still play an important role in the historic character of that area¹²⁵. The merits of any proposal would need to be balanced against the harm or loss to the significance to the undesignated asset.
- 7.84** The landscape of the Borough can also be considered a historic asset. The landscape has evolved through past processes, such as agricultural practices, which help make the character of the countryside. Hampshire County Council has produced the Historic Landscape Assessment¹²⁶ which identifies historic landscape types. The impact of development on the characteristics of the historic landscape will need to be taken into account.

123 National Planning Practice Guidance (March 2014)

124 The Council's Conservation Area appraisals identify a number of locally important buildings however this is not an exhaustive list. The appraisals are available on the Council's website.

125 Hampshire Register of Historic Parks & Gardens (Hampshire County Council) and Hampshire Archaeology and Historic Environment Record (HCC) provide a valuable resource.

126 Historic Landscape Assessment. Hampshire County Council, 1999



8 Leisure, Health and Wellbeing

8 Leisure, Health and Wellbeing

- 8.1** The two Community Plan themes of Leisure and Health & Wellbeing are closely linked and have been combined in this chapter. The residents of the Borough are active in terms of exercise when compared with the rest of the country. Test Valley is ranked 8th out of 354 authorities in terms of the percentage of its population exercising three times a week¹²⁷. However there are a number of areas of concern, especially obesity, within the Borough. The Local Plan can support the promotion of a healthy lifestyle through access and provision to a range of high quality leisure facilities, including formal and informal recreation facilities and the promotion of walking and cycling by enhancing the existing network of routes.

Public Open Space

- 8.2** Access to areas for formal and informal recreation is an important part of a healthy community. These spaces provide local recreation opportunities and are also important for wildlife. Retaining existing facilities and providing new ones are important in promoting a high quality of life for the Borough's residents. This document sets out the requirement for Public Open Space where new development is proposed, the exceptional circumstances where the loss of open space may be justified and includes specific leisure proposals. In providing facilities at a local level, the Council can advise and assist local groups in the provision of recreation facilities.

127 TVBC Borough Profile, 2011

Policy LHW1: Public Open Space

New housing development where there is a net increase in population will be permitted subject to:

- a) the provision of open space to a standard of at least 3 hectares per 1,000 population comprising:
 - outdoor sports facilities 1.0 hectares
 - parks and public gardens 0.4 hectares
 - informal recreation areas 0.8 hectares
 - provision for children and teenagers 0.6 hectares
 - allotments 0.2 hectaresas net areas of usable open space, excluding access, parking, ancillary buildings, landscaping and safety margins;
- b) the laying out and equipping of the open space to a high standard at an early stage in the development; and
- c) arrangements for the long term maintenance for the open space, equipment or facility having been made.

Development proposals that would result in the loss of existing open spaces or other recreation facilities will only be permitted if:

- d) the space or facility is not needed to meet the full range of leisure and recreational needs of the local community;
- e) the proposed development is for an alternative open space, sport or recreation facility for which there is such a need as to outweigh the loss; or
- f) any space or facility to be lost would be replaced by an equivalent or better provision in terms of quantity and quality and be in a suitable location.

8.3 New residential development should not cause or exacerbate deficiencies in the provision or quality of recreational open space. The Council will seek open space provision, or contributions towards open space provision, from all new housing developments, unless they are of a type of housing unlikely to generate demand for such facilities.

8.4 The recreational needs of any new development should be met on site. The exceptions to this approach will be where the site or development is not of sufficient size in itself to make the appropriate provision feasible (e.g. for outdoor sports facilities), or where it is preferable to seek contributions towards a specific facility in the locality.

- 8.5** Open spaces should be provided as an integral part of the design and layout of the development. Opportunities to provide a link to existing residential areas will be encouraged. The Council will expect developers to provide for the laying out and equipping of open space to a high standard. This should be done at an early stage to enable occupants to have access to recreation opportunities locally. The future management of open space provided on site will need to be agreed with the Council to ensure that residents can enjoy the benefits of them in the long term.

- 8.6** Where some or all of the required open space is not provided on site the open space should be provided off-site. This can be achieved either by the supply of an alternative site or a financial contribution. This equivalent area should be conveniently located so that the population of the new housing can use it. Contributions will be used to provide new or enhance existing facilities to increase their capacity close to the new housing.

- 8.7** The conversion in Table 10 will be used to apply the open space standard to a proposed number of dwellings. If the type of dwellings is not known, a conversion of 2.4 persons per dwelling will be applied to give a provisional calculation of the open space requirement. This calculation will be revised once house types are known. A developer should therefore allow (in the layout) for the size of open space to be altered depending on the mix of house types which is finally proposed. The definitions of the types of public open space are contained in Annex F.

Table 10: Applying the Open Space Standard

Number of Bedrooms per Dwelling	1	2	3	4 or more
Number of Persons per Dwelling	1	2	2.5	3

- 8.8** The loss of existing open space, recreation or sports facilities may be permitted if there is a sufficient provision of spaces and facilities in the local area to meet the full range of types of open space or the proposal is for a type of open space with a demonstrated need. Where a need does exist, the Council will only permit the loss of spaces or facilities where an alternative can be provided that is accessible to and meets the needs of users. In these circumstances, the replacement shall be equivalent or better in terms of the size, quality and attractiveness of the provision and, for public open space, shall be provided in line with the definitions contained within Annex F.

Ganger Farm, Romsey

- 8.9** There is a shortfall of formal playing-field provision in Romsey. This shortfall will be exacerbated by future development that cannot accommodate its own requirement. The Council has identified land at Ganger Farm as an appropriate location to meet this need. The site has good links to existing residential areas of the town.

Policy LHW2: Ganger Farm, Romsey

Approximately 12.6ha of land at Ganger Farm, Romsey is allocated for formal recreation and should include approximately 9.0ha of sports pitches; pavilion and appropriate car parking (see Map K).

Development will be permitted subject to the provision of:

- a) a landscape belt of approximately 20 metres on the boundary of the site with Jermyns Lane;
- b) a landscape belt of approximately 10 metres on the boundary of Braishfield Road;
- c) the provision of new landscape features within the site to complement those existing features to be retained;
- d) avoid harming biodiversity and the amenity of residents and visitors to the Sir Harold Hillier Gardens and Arboretum; and
- e) access to the development to be provided via;
 - i) vehicular access to Jermyns Lane
 - ii) pedestrian and cycle access to Braishfield Road from Ganger Farm Lane.

- 8.10** There will be a need for built facilities to provide changing rooms, club room and adequate storage of equipment and parking. The location of the buildings and parking will need to have regard to the setting of the Sir Harold Hillier Gardens and Arboretum and nearby residents.
- 8.11** Ganger Farm's northern boundary is close to the Sir Harold Hillier Gardens and Arboretum, a registered historic park and garden. To maintain the Arboretum's rural setting, a landscape belt of approximately 20 metres depth will be required. Within the site there are a number of landscape features which should, where practical, be incorporated into the layout of the playing areas and enhanced with new landscaping.
- 8.12** To allow the use of the pitches during the winter months and early evenings, there may be a requirement for floodlighting. The proposal should avoid impacts on the Arboretum, nearby residents and biodiversity including Mottisfont Bats SAC, particularly in relation to floodlighting.
- 8.13** The delivery of the proposal will be subject to the availability of resources. Funding for the scheme is likely to come from a number of sources including: the Council, future and existing Section 106 contributions, the Community Infrastructure Levy and funding from sports governing bodies.

- 8.14** The population arising from the development proposed in this Plan and adjoining areas will generate an increase in the need for both formal and informal recreation facilities. The Council considers that accessible Green Infrastructure (GI) can help provide opportunities for a range of informal and formal recreation activities. This can include improved access to the countryside via the existing rights of way network and new provision including the Forest Park. The proposal also has the potential to provide mitigation for the impact on European designated sites from new residential development in south Hampshire.

Policy LHW3: Forest Park

Land adjoining the M27 Motorway is proposed as a Forest Park (see Map L).

Vehicular and pedestrian/cycle access will be provided from the A3057 (Nightingale Wood); Rownhams Lane (Rownhams Wood); the A27 Botley Road (Lordswood); and Bournemouth Road (Hut Wood).

- 8.15** The Forest Park proposal is of sub-regional significance. It was identified in the PUSH Green Infrastructure Strategy (2010) as one of a number of projects which could make a positive contribution to the GI of south Hampshire. To support the delivery of the project, in 2011 PUSH commissioned a feasibility study which was undertaken by the Forestry Commission with the Council as lead PUSH authority. That study has been approved by PUSH and provides the basis for detailed proposals for the Forest Park. In 2012 PUSH undertook a review of all of the identified GI projects in south Hampshire to help it focus its resources in terms of future delivery. The GI Implementation Framework (2013) sets out 13 key projects, of which the Forest Park is one, which PUSH together with key partners is keen to see delivered.
- 8.16** The extensive area of woodland adjoining the M27 Motorway provides an opportunity to develop a significant GI asset which would serve both the residents of southern Test Valley and those nearby in Southampton and Eastleigh. Public access is currently restricted to existing rights of way and permissive routes and much of the woodland is managed by the Forestry Commission for timber production. It is proposed that the Forest Park would be managed to promote increased access by the public for a range of activities including walking, cycling and horse riding, and enhance its importance for biodiversity in addition to its current forestry activities.
- 8.17** The Forest Park is well located adjoining a number of public transport corridors, existing and proposed cycle routes and is accessible on foot from a number of residential areas. In addition to enhancing these modes of transport the Council envisages a number of new car parks to complement the existing informal parking areas would be provided. In the long term there is potential for formal visitor facilities.

- 8.18** For such a large project the Council envisages that its delivery will come forward in phases over the Plan period and is likely to extend beyond 2029. A number of landowners and the Forestry Commission support the principle of a Forest Park. The Council has approved an implementation framework¹²⁸ which will provide the basis for bringing forward detailed proposals to deliver the Forest Park. A number of sources of funding have been identified including existing Section 106 agreements, the Community Infrastructure Levy, and potentially regional or central government funding. The Council has already secured some financial contributions through Section 106 agreements and land within the proposal which previously did not benefit from formal public access has been secured by agreement with the landowner.
-

Policy LHW4: Amenity

Development will be permitted provided that:

- a) it provides for the privacy and amenity of its occupants and those of neighbouring properties;
- b) in the case of residential developments it provides for private open space in the form of gardens or communal open space which are appropriate for the needs of residents; and
- c) it does not reduce the levels of daylight and sunlight reaching new and existing properties or private open space to below acceptable levels.

- 8.19** Residential amenity is of considerable importance to the wellbeing of the public in terms of enjoying their private open space without being overlooked or experiencing overbearing effect on their living conditions. Residential amenity can potentially be affected by a number of factors such as noise, smells and changes in level of light. Where a proposal involves a change of use, or one that intensifies an outdoor use, the impact on the amenity of neighbouring residents and uses will be taken into account.
- 8.20** Permanent residential development should be provided with adequate private open space to meet the needs of the people likely to occupy the properties. The amount of private open space required will depend on the type of residential development being proposed and the topography and character of the area in which it is located. Where existing residential properties are extended or subdivided adequate usable private open space should remain.

128 Forest Park Implementation Framework, TVBC, 2014

- 8.21** New development should receive adequate daylight and sunlight to create satisfactory living and working environments and should not have an adverse impact on the levels of natural light received by adjacent properties. The Council will permit development, provided that both the proposed development and any existing adjacent properties will receive adequate natural light once the scheme has been implemented. Any associated open spaces, such as gardens, should not be overshadowed to the extent where daylight and sunlight levels are reduced to unacceptable levels. The Council is intending to produce a guidance note on how to assess the levels of daylight and sunlight.



9 Transport

9 Transport

- 9.1** The majority of residents of the Borough have good access via the transport network to destinations both within and outside the Borough. The M3 and M27 motorways, A303(T), A34(T), A36(T) and the main rail links provide access to London, the south coast, West Country and Midlands respectively. The good network to destinations outside of the Borough is reflected in the level of out-commuting, particularly from rural Test Valley. Access to facilities within the urban areas of the Borough is generally good. Andover has a high level of self containment, and southern Test Valley, despite its location (close to other large urban centres), has a significant number of people living and working in the area.
- 9.2** The Hampshire Local Transport Plan (LTP) (2011- 2031) produced by the County Council provides the long term framework for transport policies within the Borough. The strategy has five broad themes of supporting the economy through resilient highways, the management of traffic, the role of public transport, quality of life and place as well as linking transport and growth areas.
- 9.3** To assist in meeting the objective of creating sustainable communities and aims of the LTP, the Council will, working in partnership with Hampshire County Council and the Enterprise M3 and Solent Local Enterprise Partnerships, aim to improve accessibility to services, reduce the need to travel, manage congestion, improve the connectivity for businesses, and achieve more sustainable travel behaviour through the policies and proposals within the Local Plan. This includes concentrating development at sustainable locations and encouraging sustainable modes of transport primarily through the preparation of Travel Plans, the Council's Cycle Strategy and Access Plans and the County Council Borough Statement (2012).
- 9.4** How a site functions in respect of transport is an integral part of delivering sustainable development. To guide the location of development the Council has identified a hierarchy of settlements in Policy COM2 which takes account of the accessibility of existing facilities.
- 9.5** For a site to be considered sustainable outside of settlement boundaries in respect of accessibility it would need to be demonstrated that the intended use and occupiers had a reasonable prospect of a choice of modes of transport to key destinations. Where it was proposed to improve the transport credentials of a site by contributions to the transport infrastructure serving it, it would need to be demonstrated that they were feasible and sustainable.
- 9.6** For residential and employment development the extent to which it is sustainable in transport terms will be assessed against the following:
- Distance to a bus stop or railway station and frequency of service throughout the day
 - Range of facilities within a 30 minute journey by public transport¹²⁹, bicycle or on foot (residential only)

129 Public transport relates to both train and bus and the 30 minutes includes waiting time, and distance to and from the bus stop/train station

- Quality and attractiveness of the routes for pedestrians and cyclists throughout the year
- Sustainability of improvements in the long term without the need for subsidy

Policy T1: Managing Movement

Development will be permitted provided that:

- a) its location is connected with existing and proposed pedestrian, cycle and public transport links to key destinations¹³⁰ and networks; and
- b) measures are in place to minimise its impact on the highway and rights of way network and pedestrian, cycle or public transport users; and
- c) the internal layout, access and highway network is safe, attractive, in character, functional and accessible for all users and does not discourage existing and proposed users; and
- d) it does not have an adverse impact on the function, safety and character of and accessibility to the local or strategic highway network or rights of way network; and
- e) Provision is made to support and promote the use of sustainable transport, including the submission of a site travel plan where appropriate.

9.7 To encourage sustainable modes of transport, the location, design and layout of development will need to show primacy being given to walking, cycling and public transport. The Council recognises that in some rural locations and for some proposals this will not be practical. All routes and access points must be safe and functional for all users including those with mobility problems. Providing direct routes and new convenient links to key facilities and destinations will be important in achieving the most efficient use of the existing and proposed transport infrastructure. This can be achieved through good design and the control of the scale and/ or type, location and layout of new development. In some circumstances traffic management measures may be appropriate.

9.8 The design of new development will need to take account of and be capable of accommodating the range of vehicles which can reasonably be expected to serve it. In addition to the design of new schemes the Council can complement improvements to the transport network with traffic management measures.

130 Key destinations comprise town and local centres, primary school, secondary school, convenience store and doctors surgery.

- 9.9** Future development should accord with and help the delivery of the policies and proposals of the LTP, Access Plans and Borough Statement. Developments which generate a significant amount of movement will require a Transport Statement or Transport Assessment and a Travel Plan to be produced¹³¹. The assessment should reflect the scale of the development being proposed, the impact on the strategic and local highway network and identify measures which will be put in place to reduce its impact to acceptable levels. The aim of the travel plan should be to propose measures to facilitate and encourage the use of sustainable travel or reducing the need to travel.

- 9.10** Some highway works linked to future development may have an impact on the character of the area particularly in the countryside or within conservation areas. Such works would not be permitted where the changes to the highway or route network would cause an adverse impact.

- 9.11** Development must be able to provide safe access for all users of the highway where new accesses or additional use of existing unsatisfactory access(es) or minor roads are required. The Highway Authority or its agents will need to be satisfied that it is safe and that the appropriate visibility for all highway users can be provided. All development must meet the needs of the likely occupants and those services which are an integral part of its day to day function. In new residential areas particular attention is required to mitigate the impact of the private car with emphasis given to pedestrians, cyclists and public transport depending upon the scale of the proposals.

- 9.12** The Rights of Way Network forms part of the highway network. Within the Borough they are an important part of the transport infrastructure in providing alternative and convenient routes as well as an important recreation resource. Development should not adversely affect the use of the existing network by discouraging users and where possible it should provide improvements to it. The County Council has prepared Countryside Access Plans for Hampshire, three of which cover Test Valley; The Hampshire Downs¹³², The Test and Itchen¹³³ and the New Forest and South West Hampshire¹³⁴. They provide a framework for seeking improvements to the network in association with new development. Key issues arising from work undertaken so far are fragmentation of the existing network and poor condition of parts of the network.

131 Guidance on Transport Assessments: Department of Transport, March 2007

132 The Hampshire Downs Countryside Access Plan 2008-2013, HCC, 2008

133 The Test and Itchen Countryside Access Plan 2008-13, HCC, 2008

134 The New Forest and South West Hampshire Countryside Access Plan 2008-13, HCC, 2008

- 9.13** The provision and allocation of car parking is an integral part of the design and layout of new development. The scale of parking to be provided in association with new development needs to take account of local circumstances, the demand that is likely to be generated by the proposed use, the location of the development, site specific constraints and the need to prevent an increase in parking pressure elsewhere including the highway network.

Policy T2: Parking Standards

Development (including change of use and conversions) will be required to provide parking in accordance with the standards set out in Annex G.

Parking provisions should be well designed and appropriately located so as to be convenient to users.

Residential parking provisions below the standards will be considered:

- a) where there is likely to be low demand for parking;
- b) where there are significant heritage or urban design issues;
- c) where any parking off site is appropriately controlled.

It will be necessary for applications to be accompanied by evidence justifying variations from the standards.

- 9.14** Parking spaces must be located and designed to ensure that they are safe, secure and practical. Spaces which poorly relate to the buildings they are intended to serve are likely to result in parking in locations not intended for that purpose. Garages would only count as parking spaces if they meet the minimum internal dimensions of 3 metres by 6 metres for each space. This is to ensure that garages are of a sufficient size to be usable for the parking of modern cars and do not increase pressure to park elsewhere. Car parking spaces should be 2.4 metres by 4.8 metres as a minimum. If the car parking space would be constrained on one side (e.g. adjacent to a wall) the space should be an extra 0.3 metres wide relative to the standard. If the space would be constrained on both sides the space should be an extra 0.6 metres in width relative to the standard.
- 9.15** Variations in parking standards will be considered by the Council where it is satisfied that there is likely to be low demand for a private car e.g. there are genuine alternative modes of transport such as accessible public transport, or the standard cannot be achieved because of design and character constraints.

Park and Ride, Nursling

- 9.16** The park and ride site forms part of a Transport Strategy for Southampton and is included with the Transport for South Hampshire's proposals for the sub-region¹³⁵. Part of Bargain Farm lies within Southampton and could be included within the park and ride proposal. The facility may provide a general park and ride for the public and/or for specific named employers. Regard should also be given to the requirements of policy LE5.

Policy T3: Park & Ride at Bargain Farm, Nursling

Development for a park and ride site (see Map H) of approximately 3Ha will be permitted provided that:

- a) it can be demonstrated that the facility will promote sustainable travel patterns;
- b) a detailed transport assessment has been completed having taken account of the Strategic and Local Highway Network
- c) a minimum of 20m landscaping along Brownhill Way and a minimum of 5m landscaping along Adanac Drive is provided;
- d) the site is designed to create a safe and secure facility.

- 9.17** A transport assessment will be required which considers the capacity and safety issues for the strategic and local highway network. Measures would need to be implemented to overcome any significant issues identified arising from the development within an appropriate agreed timescale.

- 9.18** To screen the park and ride site from Brownhill Way a landscape belt of a minimum of 20 metres width should be provided to complement existing features with a minimum of 5m landscaping adjoining Adanac Drive. The Council will work with Southampton City Council to establish a Landscape Strategy for the length of Brownhill Way as well as the part of Frogmore Lane within Southampton City. The park and ride should be designed to be visually attractive and be internally landscaped to soften its appearance.

- 9.19** The site would need to be designed and managed to ensure a safe environment for users. Any lighting proposed for the site must take account of the amenity of nearby residents and highway safety.

¹³⁵ Transport for South Hampshire, Transport Delivery Plan, February 2013.



10 Community Safety

10 Community Safety

- 10.1** Crime, fear of crime and anti-social behaviour can all have negative impacts upon community wellbeing and the quality of life. The Local Plan includes an objective of ‘creating high quality, low crime environments and spaces’.
- 10.2** Test Valley experiences low levels of crime and anti-social behaviour. For 2011/12 the rate for recorded crime per 1,000 population for the Borough was 26 which is lower than the county and England and Wales averages¹³⁶.
- 10.3** The Council is part of the Test Valley Community Safety Partnership which comprises a wide range of organisations. It has prepared a Plan¹³⁷ which has taken account of the Government advice on reducing crime.
- 10.4** One of the key national themes is designing-out crime which, through the promotion of good design and layout in a new development, is one of the most important ways the Council can address community safety issues. The Local Plan has included a policy which requires positive design to improve the physical environment in support of this theme.

Policy CSI: Community Safety

Development will be permitted provided that it delivers safe, accessible and liveable environments and that the design takes account of the need to reduce the opportunities for crime and anti-social behaviour.

- 10.5** The designing-out of crime should not be the only consideration of new development but part of the overall process of achieving good design with adjoining land uses. The relationship between buildings, spaces, boundary treatments and transport infrastructure such as footways, cycleways and car parks is important and can influence the way the public use them. Opportunities for passive surveillance of public spaces and appropriate lighting should be incorporated into schemes as this may encourage greater use. Careful design should seek to minimise potential conflict between users. For example layouts should provide a clear distinction between public and private spaces. These measures all help to reduce the opportunities for crime and anti-social behaviour.
- 10.6** The Council will look to developers to design layouts which complement the work being done by the Council and other partners to make the Borough a safe and attractive place to live and work. The Government has produced guidance¹³⁸ that seeks to prevent crime. This should be taken into account, along with other best practice, when designing schemes.

136 Recorded crime - Census 2011, ONS, 2012

137 Community Safety Partnership Plan, Test Valley Community Safety Partnership, 2008

138 Safer Places: The Planning System & Crime Prevention, CLG, 2004.



11 Education and Learning

11 Education and Learning

- 11.1** The Long Term Economic Strategy (LTES)¹³⁹ identified people and their skills as one of the three key elements of the Borough's economy, the others being enterprise and places. The Community Plan recognises that educational attainment and skills of the Borough compare well with the county and national averages with respect to qualifications. It has a greater percentage of its population possessing qualifications at NVQ level 4/5. At level 3 the Borough is behind the County and regional averages. For levels 1 and 2 the Borough is ahead of all other comparable areas. However, there is significant variation across the Borough. At Andover, residents qualified to a lower level have a higher presence and those with no qualifications are also over-represented in the town.
- 11.2** The knowledge economy is likely to continue to account for an increasing proportion of the economy, although not all jobs will be high value and knowledge intensive. In raising educational attainment and upskilling, it will be imperative to maximise the population's potential and to attract and expand this type of economy in Test Valley, especially Andover. The review of the LTES assessed its objectives against a very different economic context. It concluded that the downturn in the economy made it even more important to invest in knowledge and skills in the Borough.
- 11.3** The provision of new education facilities such as schools and further education establishments is necessary to allow children to develop their skills. The Council will work closely with the Education Authority and other providers to ensure that the Borough has the appropriate infrastructure. It will also support programmes in partnership such as training initiatives to develop the skills of the population.

Policy ST1: Skills and Training

Where a development has a significant impact on the labour market contributions towards the enhancement of skills training and the provision of apprenticeships within the local community will be required.

- 11.4** Negotiating the scale and type of skills and training contribution will vary depending on the type of proposal and its location. In southern Test Valley the development will contribute to the PUSH Skills Strategy¹⁴⁰. In Andover, where the labour market is relatively self-contained, the obligation will be focused on improving the local labour market both in terms of size and skill level. The Council has been successful in securing contributions towards training initiatives or working with developers to secure apprenticeships within the building industry.

139 A Long Term Economic Strategy, Experian, 2007, 2009, 2012 Update

140 Skills for Employability & Growth – A Strategy and Action Plan, PUSH, 2009.



12 Delivery, Implementation and Monitoring

12 Delivery, Implementation and Monitoring

Delivery

- 12.1** The Local Plan is one of the mechanisms for delivering the Community Plan and its objectives. The Local Strategic Partnership contains representatives from the Council, Hampshire County Council (HCC), Test Valley Association of Parish and Town Councils, NHS and Hampshire Community Health Care, local Chambers of Commerce, Hampshire Constabulary, Hampshire Fire and Rescue, Faith Community, Ministry of Defence, the arts, secondary and higher education and community services. There are also representatives from each Service of the Council. Many of these have been involved in the preparation of the Local Plan.
- 12.2** With reforms in the way public services are to be delivered together with reductions in public funding means organisations are having to review how services are delivered locally and look for opportunities to work differently. As a result the Partnership has established Joint Areas of Focus (JAFs)¹⁴¹, which describe the key issues in the Borough that require a partnership-led response. The JAFs underpin the aims contained within the Community Plan, and provide the forum for organisations working locally to come together and develop joint approaches.
- 12.3** The four JAFs are:
- 1) Increasing the capacity within our communities to take a lead on and resolve issues that are important to them;
 - 2) Tackling the root cause and effects of anti-social behaviour and alcohol misuse;
 - 3) Sustaining the learning and skills environments within Test Valley where people can achieve their potential; and
 - 4) Tackling health inequalities in a targeted way to support independent living and active communities.
- 12.4** The Local Plan, and the wider planning process, can have a direct and indirect role in delivering the JAFs. The policies of the Local Plan will help to reach the aims of JAFs 2, 3 and 4.

Implementation

- 12.5** Achieving the implementation of the policies and proposals of the Local Plan, at the appropriate time and in a sustainable way, is a major task. The Council will not be able to deliver the development proposed or resolve the issues that have been identified alone. It will need the support and involvement of a number of organisations. The LSP provides a sound basis for joint working. Many of the key organisations prepare and implement their own plans and strategies which often have different timescales and processes to follow.

141 Joint Area of Focus, Test Valley Partnership, 2011 – 2013.

- 12.6** In support of the Local Plan and the Council's commitment to delivering the policies and proposals it contains an Infrastructure Delivery Plan (IDP) has been produced. It identifies the approach for providing and delivering the infrastructure required to implement the spatial strategy, objectives and proposals of the plan. This is supported by the Hampshire County Council Community Infrastructure Study. The IDP recognises the delivery issues and mechanisms in theme order. The IDP also provides details of the strategic allocations and the necessary infrastructure required for their delivery. It includes the key delivery body as well as any cost that has been identified.
- 12.7** Deliverability of the elements of the plan is an iterative process developing as information and site details are worked up as the proposals progress. Many stakeholders from which the Council is actively seeking input are working to different timescales and different priorities. The Council will continue to work on the delivery throughout its lifetime.
- 12.8** Table 11 is a summary of the delivery of the themes of the Local Plan including key projects and delivery partners. Table 11 also identifies a monitoring regime. More details can be found in the Council's IDP and the Authority's Monitoring Report.

Flexible Implementation

- 12.9** The Council has commissioned a number of studies¹⁴² which have considered the issue of viability in relation to its affordable housing policies. These studies provide an important insight into the economics of residential development within the Borough as they have taken account of the policies of the Council which have a direct financial impact on development e.g. open space provision and transport contributions.
- 12.10** The most recent study has confirmed for a range of proposals taking account of the Council's proposed policies and the normal costs associated with development that they would be viable.
- 12.11** The study did not consider large scale residential or employment development or the viability of the proposed allocations. However, given the strength of the local housing and employment market is reflected in land values and the absence of any exceptional infrastructure requirements the Council considers that the Plan would not have an affect on viability such that a site would not come forward for development.
- 12.12** The Plan has been drafted to be clear what obligations will be required from development to make it acceptable. However, there may be circumstances where the ability to deliver the development is hindered. The NPPF (paragraph 173) identifies viability as one such issue. In these situations the Council will consider different types of options to aid delivery.

142 Considering development viability implications provisional audit and policies, Dixon Searle, 2012

- 12.13** The options which the Council will explore with the landowner/ developer depend on the circumstances and may vary. The options may include delaying the obligation till later phases of the development; a reduction in the obligation; or the removal of that obligation. It is for the Council to decide which obligations are more essential based on existing and future local pressures. Account will also be taken of whether the proposal is required to meet the spatial strategy and the objectives.
- 12.14** An open book appraisal of the economics of the development and of the rates of return to the landowner/ developer will be necessary to demonstrate a reduction in the levels of planning obligations. Should there be any concerns regarding the viability of a scheme an independent appraisal will be required.

Community Infrastructure Levy

- 12.15** The Community Infrastructure Levy (CIL) is a tariff on new development. The contributions received can be used to support development by funding required infrastructure. The levy is intended to encourage development by creating a balance between raising revenue to fund infrastructure and ensuring that the rates are not so high that they put development across the area at serious risk. Further details and timetable of the Council's CIL is available on the Test Valley website.

Monitoring

- 12.16** The Local Plan looks forward to 2029. Over this period the circumstances for which the Plan has been produced will change. Some of the situations which trigger change will be due to external factors outside of the Council's control such as a change to the economic climate. The Local Plan needs to be flexible to be able to respond to these issues and mechanisms in place to monitor and identify where changes are needed.
- 12.17** The Authority's Monitoring Report set out a number of targets and indicators which will be used to assess the impact of the Council's policies and proposals. It will provide the principle mechanism for collecting and analysing information. The Council's Housing Implementation Strategy also includes details of housing delivery and looks to ensure a consistent supply of developable land. Where major development takes place, the Council will have more site specific arrangements for monitoring progress based on the legal agreements put in place when planning permission is granted.

12.18 It may be necessary to review all or part of the Plan in order to react to specific elements. The Council has identified a number of contingency actions should there be an issue with delivery of either housing or employment proposals. These are identified in their respective chapters. An early review of all or part of the Local Plan may be required if the plan becomes inconsistent with the requirements of national policy. The need for a review will be identified through the Authority's Monitoring Report. The NPPF requires local plans to be kept up to date and have a 15 year time frame. The Council has identified in its Local Development Scheme (2014) that it intends to commence the review of the Local Plan in 2016.

Table 11: Delivery and Monitoring

Theme	Key Partners	Programmes / Projects	Monitoring	Key Documents
Local Communities	HARAH, HCC, Homes and Communities Agency, RPs, EA, NHS, Clinical Commissioning groups, Business Community, LSP Action Group, Parish & Town Council, PUSH	Abbotswood, East Anton and Picket Twenty new neighbourhoods, Redbridge Lane and Picket Piece application, Romsey Brewery site, Whitenap, Hoe Lane, Picket Piece, Picket Twenty, Stoneham proposals, local needs survey. Provision of infrastructure to serve existing and proposed sites.	Housing permissions/completions. Windfall rates. Changes in number/range of facilities. Number of affordable houses completed. Number of gypsy, traveller and travelling showpeople sites. Creation/loss of community facilities.	Strategic Housing Market Assessment, SHLAA, Housing Strategy, HCC monitoring, GTAA, school placement plans

Theme	Key Partners	Programmes / Projects	Monitoring	Key Documents
Local Economy	Andover Vision, Skills Funding Agency, Education Funding Agency, HCC, Highways Agency, Investment Partners, Chamber of Commerce, LSP Action Group, Parish & Town Council, PUSH, LEPs	Walworth and Portway Business Park regeneration, Andover Business Park, Andover Town Centre development, University of Southampton Science Park, Adanac, Whitenap, Bargain Farm/ Brownhill Way proposals	Employment floorspace completions. Loss of employment floorspace. Shop vacancy rate in town centres. Unemployment levels.	Long Term Economic Strategy, Employment Land Review, Retail Capacity Study, Economic Impact of Tourism, PUSH Business Plan, HCC monitoring
Environment	North Wessex Downs AONB, NE, EA, FWAG South East, HCC, HWT, Landowners, Parish Councils, LSP Action Group, Town Council, Water Companies, LNP	River Anton enhancements, designating Local Gaps, Andover Ring Roads enhancements, Romsey Waterways, Forest Park, Village and Town Design Statements	Proportion of completions on PDL. Changes in biodiversity/SSSI condition. Number of units meeting water efficiency measures. Condition of SINC. Number of Air Quality Management Areas. Carbon dioxide emissions. Household waste and recycling rates. Amount/location of Green Infrastructure. Number of listed buildings at risk. Number of Conservation Area Appraisals revisited.	North Wessex Downs AONB Management Plan, SFRA, Village Design Statements, Parish Plans, Biodiversity Action Plans, River Anton Strategy, PUSH Green Infrastructure Strategy, Test Valley Green Infrastructure Strategy, Water Resource Management Plans, Romsey Waterways, Local Flood Risk Management Strategy

Theme	Key Partners	Programmes / Projects	Monitoring	Key Documents
Leisure, Health and Wellbeing	NHS Trust, Clinical Commissioning Group, HCC, Andover Vision, Valley Leisure, Sport England, HCC, LSP Action Group, Access Forums, Parish and Town Council	Andover Leisure Centre, relocation of Walworth Sports Pitches, Forest Park, Ganger Farm, Public Open Space Audit, Green Infrastructure Strategy	Area of public open space created/ lost.	Green Space Strategy, HCC Countryside Access Plans, PUSH Green Infrastructure Strategy, TVBC GI Strategy
Transport	HCC, Highways England, Parish & Town Council, Bus Companies, Community Transport Groups, LSP Action Group	East Anton and Picket Twenty new neighbourhoods, Abbotswood new neighbourhood, Picket Piece proposals, community transport schemes, Town and Test Valley Access Plans	Implementation of Town Access Plans and Test Valley Access Plan.	Cycle Strategy, Andover Town Access Plan, Test Valley Access Plan, Romsey Town Access Plan, Site Travel Plans, Local Transport Plan
Community Safety	Crime and Disorder Reduction Partnership, Safety Advisory Group, Development Industry, Parish and Town Council, Hampshire Constabulary, Hampshire Fire and Rescue		Number of planning application consultations sent to Hampshire Constabulary. Crime levels per 1000 population.	Hampshire Constabulary Policing Plan, Hampshire Fire and Rescue Service Plan, Community Safety Partnership Plan.

Theme	Key Partners	Programmes / Projects	Monitoring	Key Documents
Education and Learning	HCC, Andover College, Andover Partnership, Skills Funding Agency, Education Funding Agency, Local schools and academies.	Erection and extensions of schools as part of major developments, review of Organisation Plan	Record of those undertaking skills training as a result of developer contributions/ apprenticeships.	HCC School Organisation Plan, HCC Library Strategy, HCC Children's Services Capital Plan



Annexes and Maps A - L

Annex A: List of Strategic Policies

The purpose of this annex is to identify those policies which are considered to be strategic¹⁴³ in terms of being essential to the delivery and successful implementation of the overall strategy of the RLP. The policies are considered to be strategic because they:

- help to deliver the strategic housing and employment requirement within the Borough;
- provide or protect necessary infrastructure;
- establish standards which are necessary to make development acceptable; or
- conserve and enhance the natural and historic environment and mitigate for climate change.

Policy SD1: Presumption in Favour of Sustainable Development

Policy COM1: Housing Provision 2011 - 2029

Policy COM2: Settlement Hierarchy

Policy COM3: New Neighbourhood at Whitenap, Romsey (Map A)

Policy COM4: New Neighbourhood at Hoe Lane, North Baddesley (Map B)

Policy COM5: Residential Development at Park Farm, Stoneham (Map D)

Policy COM6: New Neighbourhood at Picket Piece, Andover (Map E)

Policy COM6A: New Neighbourhood at Picket Twenty, Andover (Map F)

Policy COM7: Affordable Housing

Policy COM8: Rural Exception Affordable Housing

Policy COM14: Community Services & Facilities

Policy COM15: Infrastructure

Policy LE1: University of Southampton Science Park (Map G)

Policy LE2: South of Benham Campus, University of Southampton Science Park (Map G)

Policy LE3: Land at Whitenap, Romsey (Map A)

Policy LE4: Land south of Brownhill Way, Nursling (Map H)

Policy LE5: Land at Bargain Farm, Nursling (Map H)

Policy LE8: Extension to Walworth Business Park (Map E)

Policy LE10: Retention of employment land and strategic employment sites

Policy LE14: Mixed development at George Yard/Black Swan Yard (Map J)

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

¹⁴³ National Planning Policy Framework (2012) paragraph 156 and National Planning Practice Guidance (2014) paragraph 076.

Policy E7: Water Management

Policy E9: Heritage

Policy LHW1: Public Open Space

Policy T1: Managing Movement

Policy T2: Parking Standard

Annex B: List of Saved Borough Local Plan Policies (2006) replaced by the Revised Local Plan DPD

These tables identify those policies saved from the adopted Test Valley Borough Local Plan (2006) which will be entirely replaced by policies in the adopted Test Valley Borough Revised Local Plan DPD. The supplementary planning documents which have been adopted under the policies of the BLP remain relevant.

BLP (2006)	RLP DPD
SET 01 Housing within Settlements	Policy COM2: Settlement Hierarchy
SET 02 Residential Areas of Special Character	Policy E4: Residential Areas of Special Character
SET 03 Development in the Countryside	Policy COM2: Settlement Hierarchy
SET 04 Strategic Gaps	Policy E3: Local Gap
SET 05 Local Gaps	Policy E3: Local Gap
SET 06 Frontage Infill Policy Areas in the Countryside	deleted
SET 07 Existing Employment Sites in the Countryside	Policy LE17: Employment Sites in the Countryside
SET 08 Farm Diversification	deleted
SET 09 The Reuse of Buildings in the Countryside	Policy LE16: Re-Use of Buildings in the Countryside
SET 10 Expansion of Existing Employment Sites in the Countryside	Policy LE17: Employment Sites in the Countryside
SET 11 Replacement Dwellings in the Countryside	Policy COM12: Replacement Dwellings in the Countryside
SET 12 The Alteration or Extension of Existing Dwellings in the Countryside	Policy COM11: Existing Dwellings in the Countryside
SET 13 Buildings in Domestic Curtilages in the Countryside	Policy COM11: Existing Dwellings in the Countryside
ENV 01 Biodiversity and Geological Conservation	Policy E5: Biodiversity
ENV 03 Sites of Special Scientific Interest	Policy E5: Biodiversity
ENV 04 Sites of Importance for Nature Conservation	Policy E5: Biodiversity

BLP (2006)	RLP DPD
ENV 05 Protected Species	Policy E5: Biodiversity
ENV 07 North Wessex Downs Area of Outstanding Natural Beauty	Policy E2: Protect, Conserve and Enhance the Landscape Character of the Borough
ENV 09 Water Resources	Policy E7: Water Management
ENV 10 Groundwater Source Protection Zones	Policy E7: Water Management
ENV 11 Archaeology and Cultural Heritage	Policy E9: Heritage
ENV 12 Demolition of Listed Buildings	Policy E9: Heritage
ENV 13 Alteration and Change of Use of Listed Buildings	Policy E9: Heritage
ENV 14 Demolition in Conservation Areas	Policy E9: Heritage
ENV 15 Development in Conservation Areas	Policy E9: Heritage
ENV 16 Registered Historic Parks and Gardens	Policy E9: Heritage
ENV 17 Settings of Conservation Areas, Listed Buildings, Archaeological Sites and Historic Parks and Gardens	Policy E9: Heritage
HAZ 02 Flooding	Policy E7: Water Management
HAZ 03 Pollution	Policy E8: Pollution
HAZ 04 Land Contamination	Policy E8: Pollution
HAZ 05 Hazardous Installations	deleted
HAZ 06 Safeguarded Aerodromes and Technical Sites	deleted
ESN 01 Retention of Existing Housing Stock	deleted
ESN 02 Conversion to Residential Use	deleted
ESN 03 Housing Types, Density and Mix	Policy COM1: Housing Provision 2011 - 2029
ESN 04 Affordable Housing in Settlements	Policy COM7: Affordable Housing

BLP (2006)	RLP DPD
ESN 05 Rural Exception Affordable Housing	Policy COM8: Rural Exception Affordable Housing
ESN 06 Rural Development	Policy COM9: Community Led Development
ESN 07 Agricultural Worker’s Dwellings	Policy COM10: Occupation Accommodation for Rural Workers in the Countryside
ESN 08 Removal of Agricultural Occupancy Conditions	Policy COM10: Occupation Accommodation for Rural Workers in the Countryside
ESN 09 Housing for Key Workers in the Countryside	Policy COM10: Occupation Accommodation for Rural Workers in the Countryside
ESN 12 Change of Use or Redevelopment of Nursing or Residential Care Homes	deleted
ESN 13 Sites for Gypsies and Travellers	Policy COM13: Gypsy, Travellers and Travelling Showpeople
ESN 14 Sites for Travelling Showpeople	Policy COM13: Gypsy, Travellers and Travelling Showpeople
ESN 15 Retention of Employment Land	Policy LE10: Retention of employment land and strategic employment sites
ESN 16 Employment Development within Settlements	Policy COM2: Settlement Hierarchy
ESN 17 Major Retail Development and Other Key Town Centre Uses	Policy LE11: Main Town Centre Uses
ESN 18 Retention of Existing Local Shops and Public Houses	Policy COM14: Community Services & Facilities
ESN 19 Retention of Local Community Facilities	Policy COM14: Community Services & Facilities
ESN 20 New Local Shops and Community Facilities	Policy COM2: Settlement Hierarchy Policy LE16: Re-use of Buildings in the Countryside
ESN 21 Retention of Recreational Areas and Facilities	Policy LHW1: Public Open Space
ESN 22 Public Recreational Open Space Provision	Policy LHW1: Public Open Space
ESN 23 Formal Recreation Facilities in the Countryside	deleted

BLP (2006)	RLP DPD
ESN 24 Noisy Sports	Policy E8: Pollution
ESN 25 The Keeping of Horses	deleted
ESN 26 Tourism Developments within Settlements	Policy LE18: Tourism
ESN 27 Tourism Facilities in the Countryside	Policy LE18: Tourism
ESN 28 Tourist Accommodation in the Countryside	Policy LE18: Tourism
ESN 29 Touring Camping and Caravan Sites	Policy LE18: Tourism
ESN 30 Infrastructure Provision within New Development	Policy COM15: Infrastructure
ESN 31 Telecommunications	deleted
ESN 32 Renewable Energy Developments	deleted
TRA 01 Travel Generating Development	Policy T1: Managing Movement
TRA 02 Parking Standards	Policy T2: Parking Standard
TRA 03 Public Transport Infrastructure	Policy T1: Managing Movement
TRA 04 Financial contributions to Transport Infrastructure	Policy T1: Managing Movement
TRA 05 Safe Access	Policy T1: Managing Movement
TRA 06 Safe Layouts	Policy T1: Managing Movement
TRA 07 Access for Disabled People	Policy T1: Managing Movement
TRA 08 Public Rights of Way	Policy T1: Managing Movement
TRA 09 Impact on the Highway Network	Policy T1: Managing Movement
DES 01 Landscape Character	Policy E2: Protect, Conserve and Enhance the Landscape Character of the Borough
DES 02 Settlement Character	Policy E1: High Quality Development in the Borough
DES 03 Transport Corridors	Policy T1: Managing Movement
DES 04 Route Networks	Policy T1: Managing Movement

BLP (2006)	RLP DPD
DES 05 Layout and Siting	Policy E1: High Quality Development in the Borough
DES 06 Scale, Height and Massing	Policy E1: High Quality Development in the Borough
DES 07 Appearance, Details and Materials	Policy E1: High Quality Development in the Borough
DES 08 Trees and Hedgerows	Policy E2: Protect, Conserve and Enhance the Landscape Character of the Borough
DES 09 Wildlife & Amenity Features	Policy E5: Biodiversity
DES 10 New Landscaping	deleted
DES 11 Shop Fronts	deleted
DES 12 Signs	deleted
DES 13 Shutters	deleted
AME01 Privacy and Private Open Space	Policy LHW4: Amenity
AME 02 Daylight and Sunlight	Policy LHW4: Amenity
AME 03 Artificial Light Intrusion	Policy E8: Pollution
AME 04 Noise and Vibration	Policy E8: Pollution
AME 05 Unpleasant Emissions	Policy E8: Pollution
AND 01 East of Icknield Way	deleted
AND 02 Picket Twenty	deleted
AND 03 Walworth Industrial Estate	Policy LE8: Extension to Walworth Business Park
AND 04 Andover Business Park	Policy LE9: Andover Airfield Business Park
AND 05 London Road	deleted
AND 06 Ladies Walk	deleted
AND 07 Andover Town Centre	Policy LE13: Ground Floor Uses in Andover
STV 01 University of Southampton Science Park	Policy LE1: University of Southampton Science Park

BLP (2006)	RLP DPD
STV 03 Adanac Park	Policy LE6: Land at Adanac Park, Nursling
STV 04 Park & Ride, Nursling	Policy T3: Park & Ride, Nursling
STV 05 Nursling Estate	Policy LE7: Nursling Estate
STV 06 Romsey Brewery	deleted
STV 07 Abbotswood	deleted
STV 08 Romsey Town Centre	Policy LE12: Ground Floor Uses in Romsey
STV 09 Ganger Farm	Policy LHW2: Ganger Farm, Romsey

Annex C: Strategic Housing Land Availability Assessment sites tested in the Sustainability Appraisal

Please note, the below lists identify sites that have been considered as part of the sustainability appraisal process and are not all proposed for allocation within this plan. A full copy of the Council's SHLAA is available on the Council's website.

Southern Test Valley

SHLAA Site Reference	Site Name	Number Promoted For
Edge of Southampton – East (including Chilworth)		
027	Park Farm, North Stoneham	75
141	Land at The Orchard, Chilworth	50
142	Land at Lord's Wood, Lord's Hill	1,000
162	Land between Bracken Place and Bracken Hall, Chilworth	80+
Edge of Southampton – West (including Nursling and Rownhams)		
017	Parkers Farm	550
136	Field's Farm, Rownhams Lane	120
186 a	Bargain Farm	150
221	Grove Farm and Grove Lodge	1,500
North Baddesley		
024	Land at Roundabout Copse	70
026	Land south of Hoe Lane	55
127	Hoe Farm	300
143	Land south of Bracken Road	150
220	Packridge Farm	70
Romsey		
005	Land north of Highwood Lane, Halterworth	120
006	Land south of Highwood Lane, Halterworth	400

SHLAA Site Reference	Site Name	Number Promoted For
007	Land at Halterworth	1,600
009	Ganger Farm	800
058	Land at Cupernham Lane	44
062	Land to east of Braishfield Road	45
078	Land at Lodge Farm, Halterworth	440*
084	Land at Oxlease Farm, Cupernham Lane	150
126	Land at Lower Whitenap	1,300
145	Land at Luzborough House	55
183	Land at Peel Close	20
190	Land west of Highwood Lane, Halterworth	320*
191	Land north of Botley Road, Halterworth	320*
196	Pond Cottage	90
206	Land at corner of Highwood Lane, Halterworth	59
Valley Park		
107	Land at Great Covert	300
110	Land north of Flexford Road	100
120	Land to north and south of Flexford Road (1)	400
121	Land to north and south of Flexford Road	1,300
122	Land to north and south of Flexford Road (2)	150
123	Land to north and south of Flexford Road (3)	750
124	Castle Lane Farm, Castle Lane	650*
257	Land at Velmore Farm, Chandler's Ford	180 – 220
Key:		
*Indicates where information has not been provided and the Council has estimated potential supply		
+ Care home units may not be considered dwellings for the purposes of the housing supply		

Northern Test Valley

SHLAA Site Reference	Site Name	Number Promoted For
Andover (and Charlton)		
019	Land at Goch Way	140
041	Land to rear of Hatherden Road	54*
130	Land at Enham Lane	115
152	George Yard / Black Swan Yard	100
North of Andover		
051	Land to north of Saxon Way	356
North East of Andover		
052	Land to east of A343	100
144	Land East of East Anton	1,750
158	Picket Piece	900
161	Land at Landfall, Picket Piece	25
211	Land north of Ox Drove Rise, Picket Piece	5
212	Land east of 10 Walworth Road, Picket Piece	96
North West of Andover		
029 (a/b)	Land at Homestead Farm	210 / 98
042	Land to east of Foxcotte Lane	330
149	Land to west of Foxcotte Lane	1,320*
155	Land at Foxcotte Manor Farm	1,200*

SHLAA Site Reference	Site Name	Number Promoted For
169	Land at Foxcotte Lane	10
South of Andover		
008	Land at Bere Hill and The Grange	650
018	Land at Micheldever Road	60
198	Land at Bere Hill Farm, Andover	1,000
South East of Andover		
131	Picket Twenty Extension, Andover	300
184	Land to rear of Down House, London Road, Andover Down	80
South West of Andover		
004	Littlebridge, Andover	2,000
075	Land to south of Salisbury Road, Anna Valley	58
Ludgershall		
112	Land at Andover Lane, Faberstown	50
Stockbridge		
039	Land adjacent to Test Valley School	50
Key:		
*Indicates where information has not been provided and the Council has estimated potential supply		

Annex D: Housing Trajectory

Housing Trajectory

Row A	Total past completions for past years, from allocated sites
Row B	Total past completions for past years, from unallocated sites
Row C	Total past completions for past years $C = A + B$
Row D	Total projected completions for current year and future years
Row E	Cumulative completions for each given year (sum of completions for given year and all previous years)
Row F	PLAN figure – overall requirement divided by the number of years which it covers. If no phasing, this is the same for each year throughout the plan period.
Row G	MONITOR figure – number of cumulative completions at each given year above or below the cumulative annualised requirement PLAN figure (F). Where cumulative completions are above the total annualised requirement to date then the figure is positive (and the strategy is ahead of the annualised delivery with a surplus), where it falls below then this figure is negative (and is under delivering for a shortfall). $G = E - (F \times \text{number of years})$
Row H	MANAGE figure – number of future completions needed if the outstanding requirement is to be met by the end of the plan period on an equal annualised basis. This is the remaining annual requirement as reflected over the remaining years of the plan period, taking account of any shortfalls or surpluses from both previous and future years i.e. any surplus or shortfall against the annualised requirement PLAN figure (F) is spread over the remaining plan period.

For the first year H is identical to F. For other years, it is the cumulative requirement, less cumulative completions, divided by the number of years remaining i.e. for year 2 on the basis of completions in year 1 and for year 3 on the basis of cumulative completions for years 1 and 2.

Year 1 $H = F \div \text{number of remaining years}$

Year 2 onwards $H = [(F \times \text{number of years completed}) - E] \div \text{number of years remaining}$

Northern Test Valley Housing Trajectory 1 July 2014																			
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	TOTAL
<i>BLP (2006) Allocations</i>																			
East Anton, Andover	103	181	135	111	111	111	111	111	111	111	111	111	111	111	111	111	105	92	2059
Picket Twenty, Andover	147	178	180	150	150	150	140	80	25										1200
<i>RLP (2014) Allocations</i>																			
Picket Twenty Extension								60	125	90	25								300
Picket Piece Extension									58	80	80	80	70	32					400
George Yard/Black Swan Yard												30	30	40					100
Projections - Allocated Sites				261	261	261	251	251	319	281	216	221	211	183	111	111	105	92	
Completions - Allocated Sites	250	359	315																
Completions - Unallocated Sites	187	108	44																
Existing Commitments				271	224	176	219	255	81	12									1238
Identified Capacity - SHLAA sites (5+ units)					25	25	26	26	25	136	165	153	147	137	40	39	40	39	1023
Unplanned sites (windfall) 2015/16-2028/29					35	35	35	35	35	35	35	35	35	35	35	35	35	35	490
Total Past Completions	437	467	359																
Total Projected Completions				532	545	497	531	567	460	464	416	409	393	355	186	185	180	166	7149
Cumulative Completions	437	904	1263	1795	2340	2837	3368	3935	4395	4859	5275	5684	6077	6432	6618	6803	6983	7149	
PLAN - Strategic Allocation (annualised)	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	394	7092
MONITOR - No. dwellings above or below cumulative allocation	43	116	81	219	370	473	610	783	849	919	941	956	955	916	708	499	285	57	
MANAGE - Annual requirement taking account of past/projected completions	394	391	387	389	378	366	355	339	316	300	279	260	235	203	165	158	145	109	
Years Remaining	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	

Southern Test Valley Housing Trajectory 1 July 2014

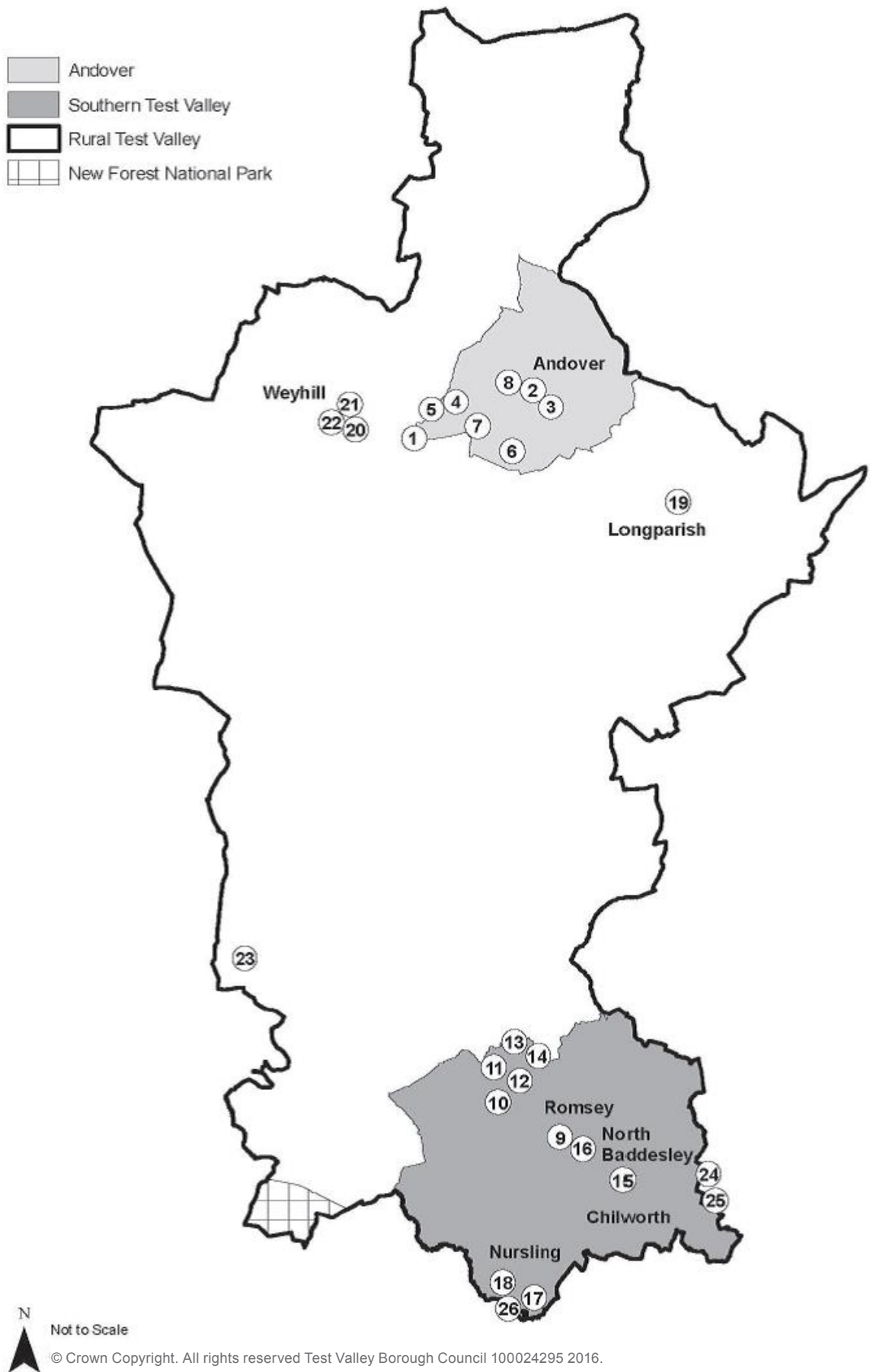
	2011/12	2012/13	2013/14	2014/15	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21	2021/22	2022/23	2023/24	2024/25	2025/26	2026/27	2027/28	2028/29	TOTAL
<i>BLP (2006) Allocations</i>																			
Romsey Brewery		8	5	10	10	10	10	10	10	10	10	10	10	10	10	10	10	10	163
Abbotswood, Romsey	30	190	157	160	176	87													800
<i>RLP (2014) Allocations</i>																			
Whitenap, Romsey									50	150	150	150	150	150	150	150	150	50	1300
Hoe Lane, North Baddesley							100	150	50										300
North Stoneham								10	20	20	20								50
Projections - Allocated Sites				170	186	97	110	160	120	180	180	160	160	160	160	160	160	60	2223
Completions - Allocated Sites	30	198	162																390
Completions - Unallocated sites	56	5	21							43	43	10							82
Existing Commitments				71	180	92	107	117	60	43	43	10							723
Identified Capacity - SHLAA sites (5+ units)							42	5											47
Unplanned sites (windfall) 2015/16-2028/29					16	16	16	16	16	16	16	16	16	16	16	16	16	16	224
Total Past Completions	86	203	183																
Total Projected Completions				241	382	205	275	298	196	239	239	186	176	176	176	176	176	76	3689
Cumulative Completions	86	289	472	713	1095	1300	1575	1873	2069	2308	2547	2733	2909	3085	3261	3437	3613	3689	
PLAN - Strategic Allocation (annualised)	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	194	3492
MONITOR - No. dwellings above or below cumulative allocation	-108	-99	-110	-63	125	136	217	321	323	368	413	405	387	369	351	333	315	197	
MANAGE - Annual requirement taking account of past/projected completions	194	200	200	201	199	184	183	174	162	158	148	135	127	117	102	77	28	-121	
Years Remaining	18	17	16	15	14	13	12	11	10	9	8	7	6	5	4	3	2	1	

Annex E: Strategic Employment Sites (Policy LE10)

Site No.	Employment Site
Andover	
1	Andover Airfield Business Park (Andover Airfield)
2	Walworth Business Park
3	Walworth Business Park Extension
4	East Portway Business Park
5	West Portway Business Park
6	Anton Mill Trading Estate
7	Glenmore Business Park, Colebrook Way
8	Meridian Park, Greenwich Way
Southern Test Valley	
9	Abbey Park Industrial Estate, Romsey
10	Romsey Industrial Estate, Romsey
11	Budds Lane Industrial Estate, Romsey
12	Belbins Business Park, Romsey
13	Wynford Industrial Estate, Romsey
14	Yokesford Hill Estate, Romsey.
15	University of Southampton Science Park, Chilworth
16	Test Valley Business Park, North Baddesley
17	Adanac Park, Nursling
18	Nursling Estate, Nursling
Rural Test Valley	
19	Harewood Forest Industrial Estate, Longparish
20	Fairground, Weyhill
21	Weyhill Business Park, Weyhill
22	Mayfield Avenue Industrial Park, Weyhill
23	Dean Hill Park, West Dean
Strategic Sites which cross administrative boundary	
24	School Lane Industrial Estate, Chandlers Ford (Eastleigh BC)
25	Hampshire Corporate Park, Chandlers Ford (Eastleigh BC)
26	South of Brownhill Way, Nursling (Southampton CC)

Source: Test Valley Employment Land Review and Andover Employment Floorspace Demand Study, DTZ, 2008

Strategic Employment Sites



Annex F: Public Open Space Definitions (Policy LHW1)

There are a number of criteria that all public open spaces would need to meet. Spaces should be accessible to the population they serve including via pedestrian and cycle routes. They would need to be free from contamination and planned so as to minimise disturbance to local residents.

Outdoor Sports Facilities

Outdoor sports facilities are areas that are used for formal recreational activities and require pitches or specialised areas (for example, football or cricket pitches, tennis courts or bowling greens). They should be laid out to a high standard that also enables the efficient management of the site and provides flexibility to respond to changes in recreational patterns. Associated facilities, for example changing rooms or pavilions and car parking, may be appropriate and should also be provided to a high standard. To facilitate good management practices, wherever possible the Council will seek to provide for formal sports on larger sites.

Parks and Public Gardens

Parks and Public Gardens are high quality multifunctional spaces which are often used for walking and other forms of quiet recreation. They can be provided as an attractive formal space or a more informal natural setting. They usually serve a wide area, therefore the provision of footpath/cycle links is important. Parking may also be required for car-borne visitors on larger sites, along with associated facilities such as bandstands. Parks and Public Gardens are not sought in rural areas.

Informal Recreation Areas

Informal recreation areas are predominantly grassed areas which can accommodate recreation and play activities of people of all ages. They should be at least 0.2 hectares in size and preferably larger, so they can be used for a variety of activities. Sites should be suitably located, large enough and appropriately designed to minimise disturbance to local residents. The areas may include equipment to meet the needs of a range of ages and users such as goal posts and trim trails.

Provision for Children and Teenagers

These spaces are equipped areas that are sited in locations which minimise the distance the intended users have to travel. They can be incorporated into other forms of open space, such as parks and gardens and informal recreation areas. Within each play space, safe and imaginative play equipment and surfacing should be provided. This type of open space also includes the provision of equipment including rebound walls, hard surfaces for basketball and informal multi-use games areas. Provisions should be made for both children and teenager age groups. There will need to be care in the design of these facilities to reduce the risk of conflicts between the needs of different age groups or the misuse of provisions.

Allotments

Allotments are valuable for the local population for both exercise and providing a location to grow food. Allotments should be located on high quality land free from contamination and with basic services including a water supply.

Annex G: Parking Standards (Policy T2)

Residential Minimum Parking Standards

Dwelling Size	Minimum Car Parking Requirement	Cycle Storage Provision
1 bedroom unit	1 space per unit *	1
2 bedroom unit	2 spaces per unit *	2
3 bedroom unit	2 spaces per unit *	2
4+ bedroom unit	3 spaces per unit *	2

* Visitor parking of at least 1 space per 5 dwellings, for schemes of 5+ dwellings, will be required in addition to these figures.

Accommodation Type	Minimum Car Parking Requirement	Storage Provision*
Supported Accommodation	1 space per unit	1 space per 4 units
Nursing and Rest Homes	1 space per 4 units and 1 space per 1 staff	1 space per 6 units

*Appropriate storage provision for cycles, mobility scooters, electric wheelchairs and similar.

Visitor parking of at least 1 space per 5 units, for schemes of 5+ units, will be required in addition to these figures.

Appropriate provision of disabled parking spaces will be considered on a site by site basis.

Non Residential Parking Standards

Standards are provided for car parking and cycle storage. Provision may also need to be made for other types of vehicles, including commercial vehicles and coaches. This will be considered on a site by site basis. Some guidance is provided below in relation to commercial development uses.

Where standards refer to staff numbers, this is based on full time equivalent numbers unless otherwise specified. Where standards refer to floorspace (in square metres) this relates to gross floor area unless otherwise specified.

Disabled car parking spaces should be 5% of the total.

Cycle parking must be secure, enclosed and with adequate shelter.

For uses and proposals where no standards have been provided, each proposal will be considered on its own merits accounting for any relevant evidence submitted with the application.

Commercial Development

Proposed standards will take account of commercial development in predominantly residential areas – where demonstrable harm to local residents could occur, the provision of on street parking controls will be considered.

	Car Parking Standard	Cycle Standard
B1 (a) Office A2 Financial and Professional Services	1 space per 30 sqm ¹⁴⁴	1 space per 100sqm up to 1,000sqm and 1 space per 250 sqm thereafter.
B1 (b) (c) high tech / light industry	1 space per 45 sqm	1 space per 100sqm up to 1,000sqm and 1 space per 250 sqm thereafter.
B2 general industry	1 space per 45 sqm	1 space per 350sqm
B8 warehouse	1 space per 90 sqm	1 space per 500sqm

For certain commercial uses (e.g. B1c/B2/B8) appropriate provision will need to be made for commercial vehicles, including heavy goods vehicles (HGV). As a guide, it would be anticipated that for the first 2,000 sqm, one HGV space would be provided per 500 sqm. For further floorspace over 2,000 sqm, an additional HGV space would be provided per 1,000 sqm.

144 Subject to a condition or legal agreement restricting consent to the specified use

Retail Development

	Car Parking Standard	Cycle Standard
A1 General (and non-food) retail	1 space per 20 sqm for covered areas and 1 space per 30 sqm for uncovered areas	1 space per 200 sqm up to 1,000sqm and 1 space per 400sqm thereafter.
A1 Food Retail	1 space per 14 sqm covered areas	1 space per 200 sqm up to 1,000sqm and 1 space per 400sqm thereafter.
A3 Restaurant and Café A4 Drinking Establishments	1 space per 5sqm dining/ bar area and 1 space per 7 sqm of uncovered space (e.g. pub gardens)	1 space per 50sqm
A5 Hot Food Takeaway	1 space per 20sqm	1 space per 200sqm

Petrol Stations with a shop will be considered under the appropriate retail category but with petrol pump spaces counting as one space each.

Applicants will need to demonstrate that deliveries can be made without disrupting / reducing safety to customers and other users of the highway.

Education Establishments

For schools, parking provisions should be made in accordance with the ‘On-Site School Parking Guidelines’ (2013) prepared by Hampshire County Council.

Parking standards for other types of educational establishments (not covered by the ‘On-Site School Parking Guidelines’) are provided below.

	Car Parking Standards	Cycle Standard
Day nurseries, playgroups, crèches	1.5 spaces per 2 full time staff + 1 space per 4 children for drop off and collection.	1 space per 3 full time staff

Health Establishments

	Car Parking Standards	Cycle standard
Private Hospital – staff ¹⁴⁵	1 space per 2 staff	1 space per 10 staff
Health Centre	5 spaces per consulting room + office use as B1(a)	2 spaces per consulting room
Doctor, Dentist or Veterinary Surgery	3 spaces per consulting room + office use as B1(a)	2 spaces per consulting room

Care Establishments

	Car Parking Standards	Cycle Standard
Day Centres and Family Centre	3 spaces per consulting room, 1 space per 10 sqm of open hall and office use as B1(a)	1 space per 40 sqm

Community, Leisure and Recreation Facilities

Motorway service areas will be included as eating and drinking establishments (A3 and A4 uses) with additional consideration for associated facilities; parking for other vehicle types (including HGVs and coaches) will be required.

	Car Parking Standard	Cycle Standard
Hotels/Motels/ Guest Houses/ Boarding Houses	1 space per bedroom ¹⁴⁶	1 space per 6 staff and 1 space per 5 bedroom
Cinemas, Theatres, Conference Facilities	1 space per 5 fixed seats or where no fixed seating is provided 1 space per 10 sqm of open hall	1 space per 40 sqm
Bowling Centres/Greens	3 spaces per lane or green	1 space per lane or green
Sports Hall	1 space per 5 fixed seats and 1 space per 30 sqm playing area	1 space per 30 sqm of playing area
Swimming Pools, Health Clubs/ Gymnasium	1 space per 5 fixed seats and 1 space per 10sqm open hall/pool area	1 space per 30sqm of open hall/ pool area
Tennis Courts	2 spaces per court	2 spaces per court

145 Provision for visitors and other users will be considered on a site by site basis.

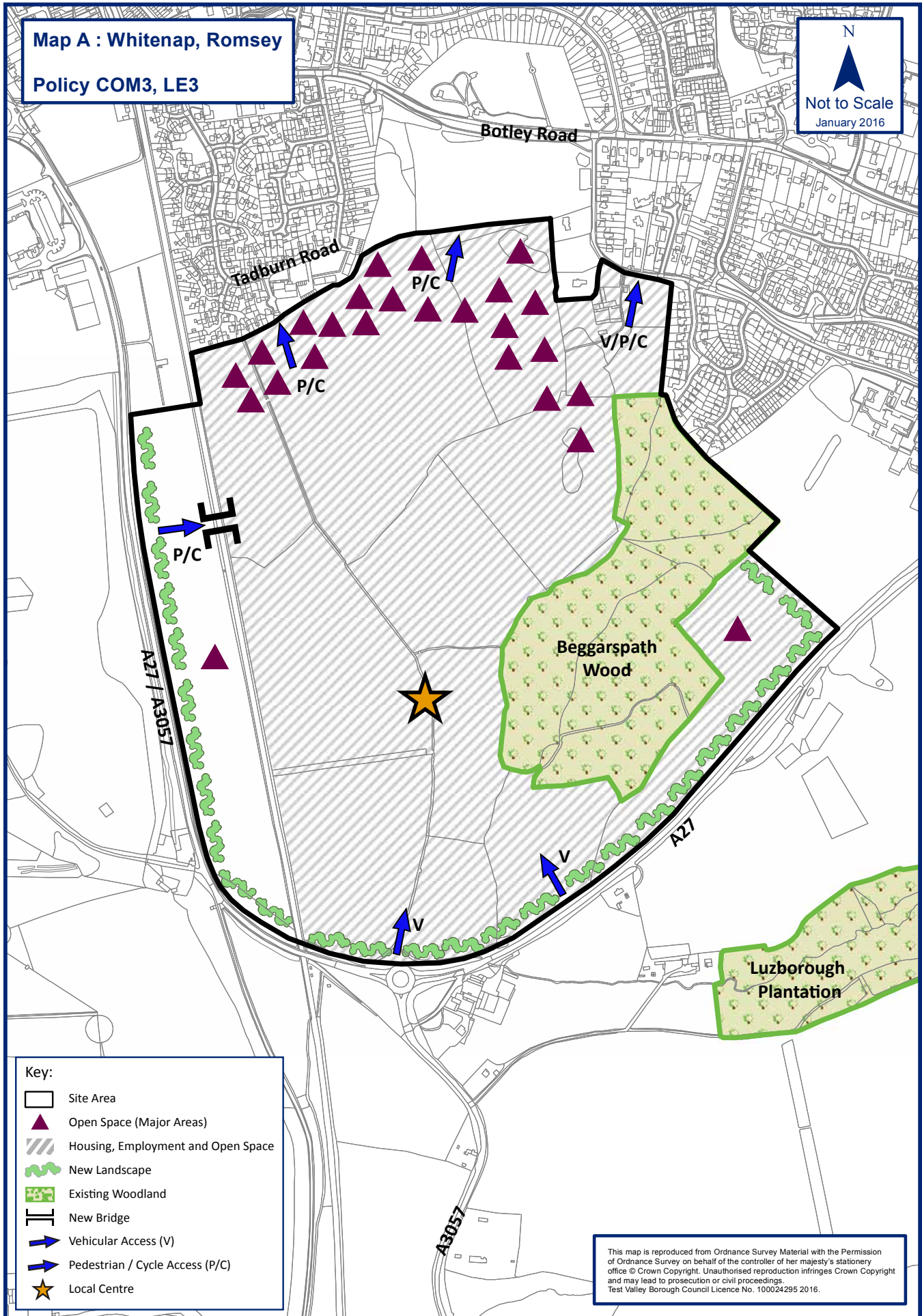
146 Other facilities e.g. eating/drinking and entertainment, treated separately where they are available to non-residents

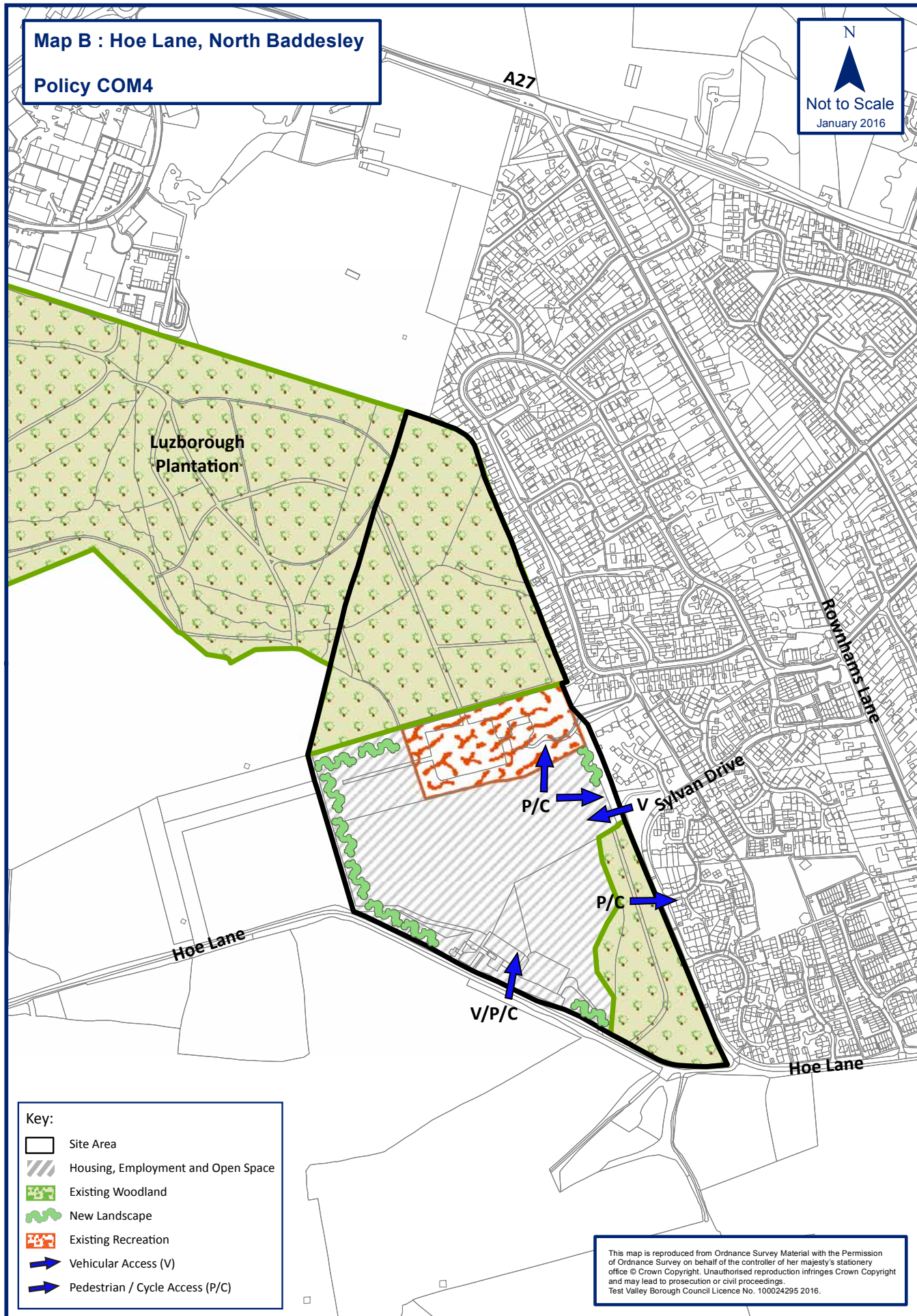
Squash Court	1 spaces per court	1 space per court
Playing fields	12 spaces per hectare pitch area	6 spaces per pitch
Golf Courses	4 spaces per hole	Each application would be considered individually based on a Transport Assessment.
Golf Driving Ranges	1.5 spaces per tee/bay	Each application would be considered individually based on a Transport Assessment.
Places of Worship, Church Halls and Community Halls	1 space per 10sqm open hall	1 space per 40 sqm
Stadia	Each application will be considered based on a Transport Assessment.	Each application will be considered based on a Transport Assessment.
Riding centres/ stables	One space per loose box	Each application will be considered based on a Transport Assessment.
Allotments	1 space per 5 allotments	Each application will be considered based on a Transport Assessment.
Camp sites	1 space per pitch and 1 space per staff	Each application will be considered based on a Transport Assessment.
Catteries and Kennels	1 space per 5 animal kennels	Each application will be considered based on a Transport Assessment.

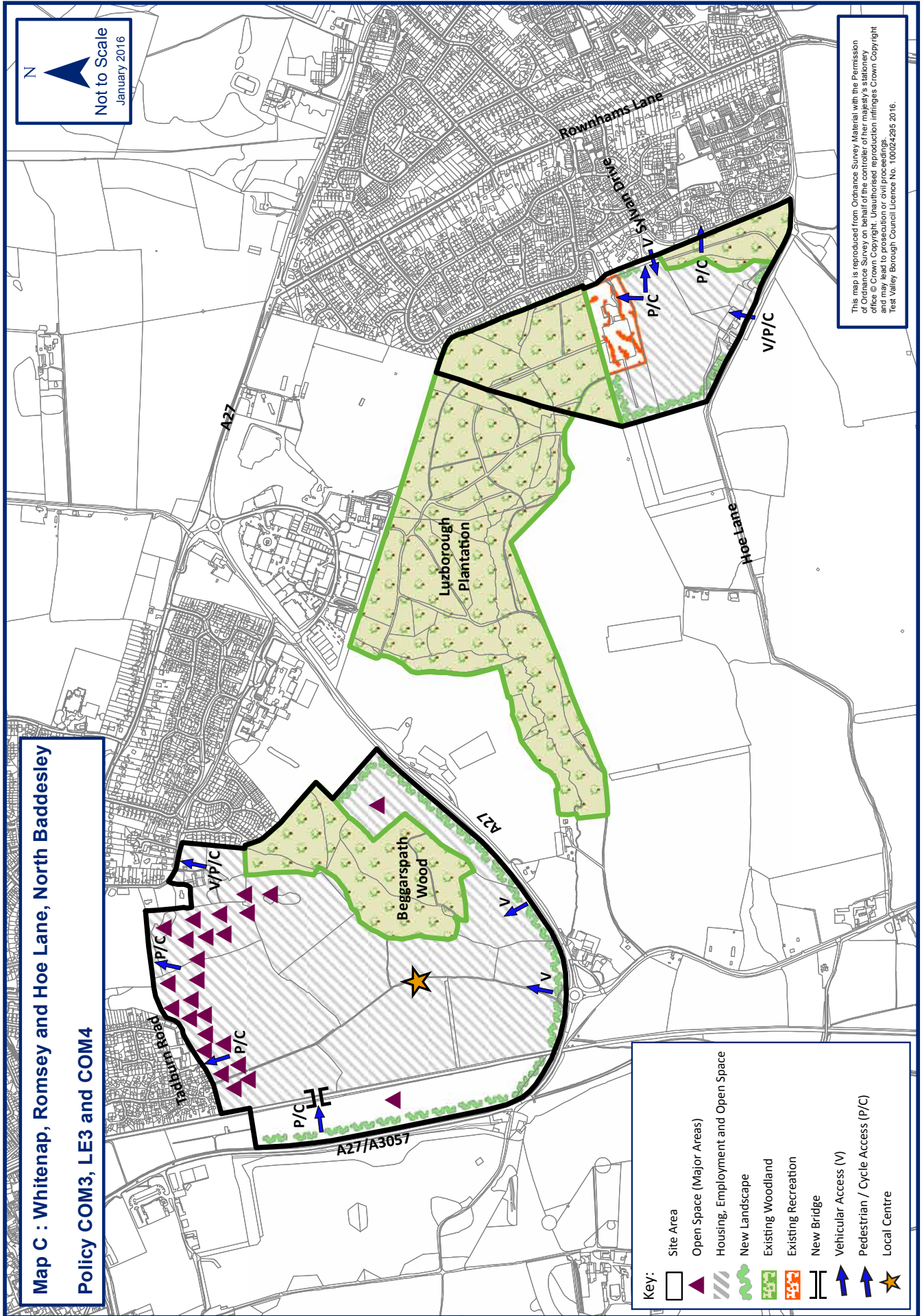
Car Sales and Garage Forecourts

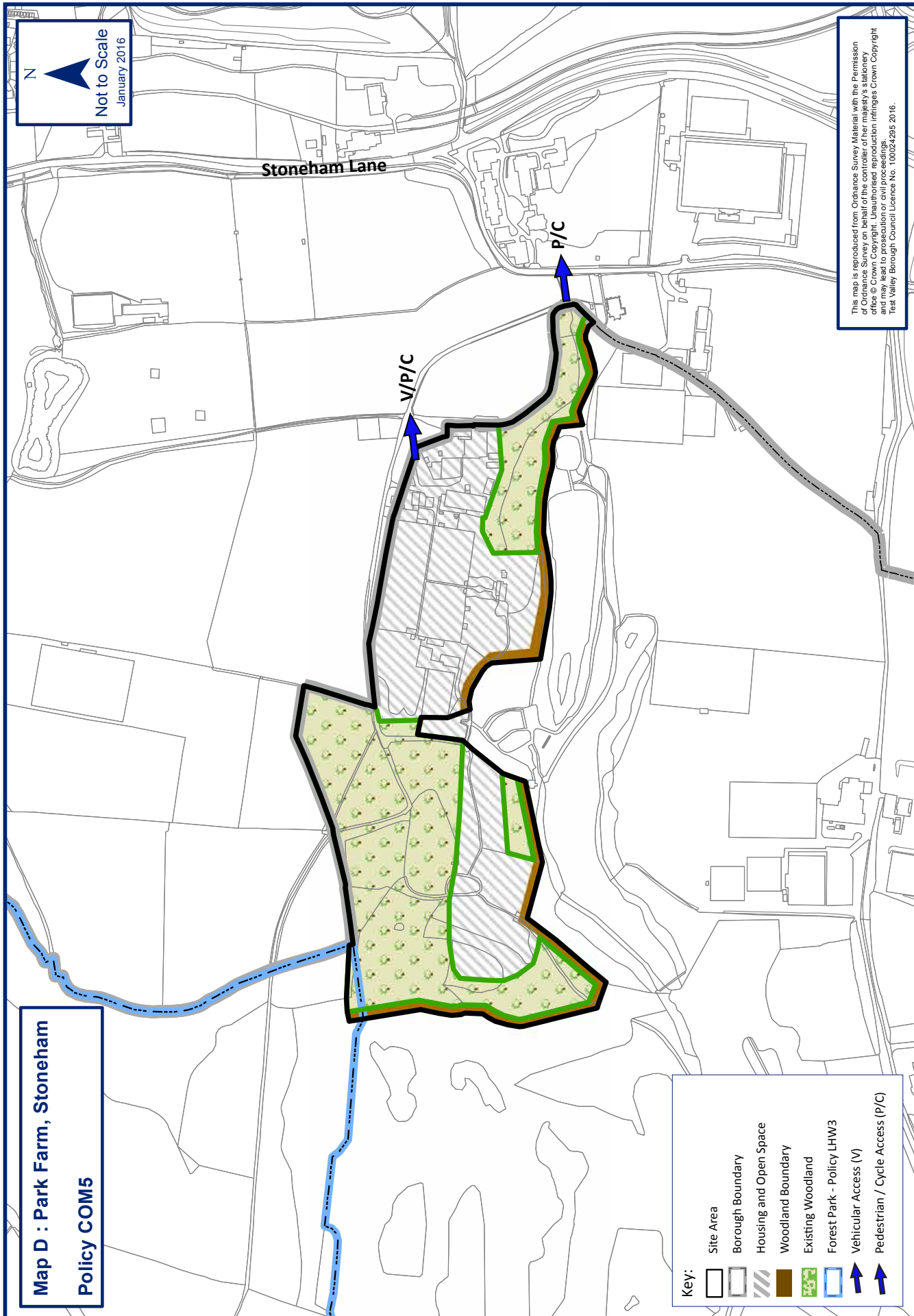
	Car Parking Standard	Cycle Standard
Workshop	Staff: 1 space per 55 sqm Customers: 3 spaces per service bay	1 space per 5 staff
Car Sales/ Hire	1 space per 50sqm of display area ¹⁴⁷	1 space per 5 staff

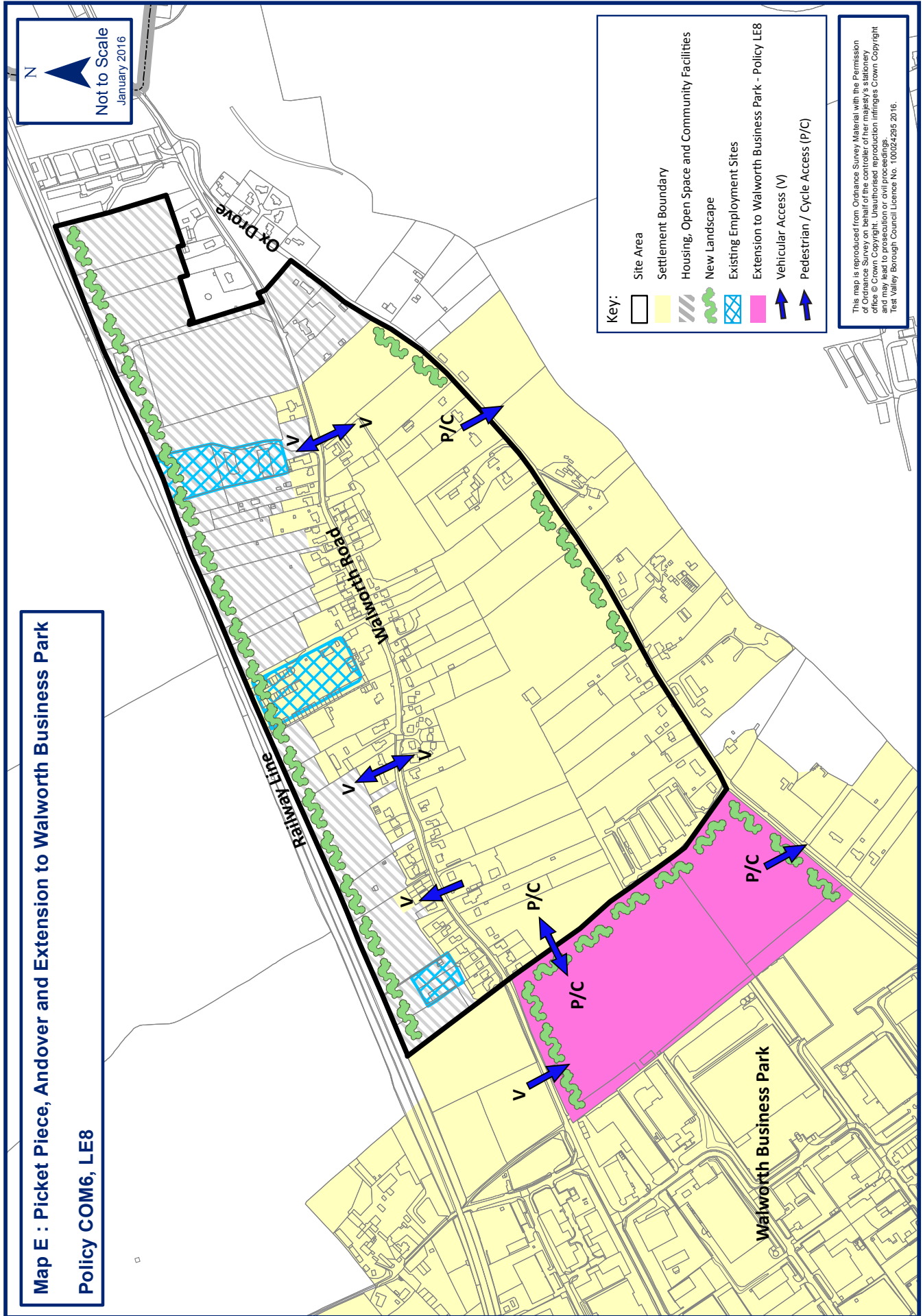
147 Applies to number of cars on sale in the open

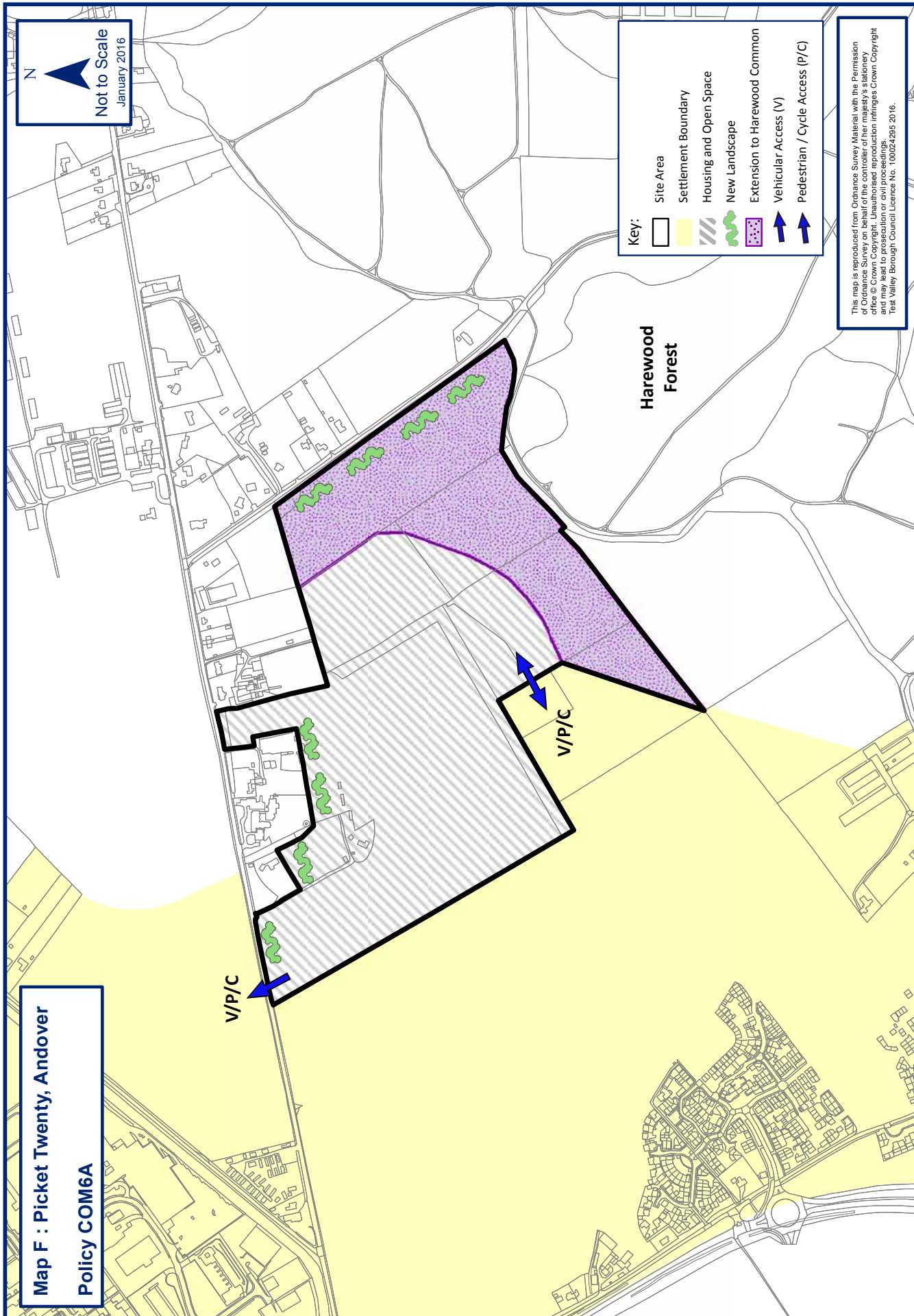


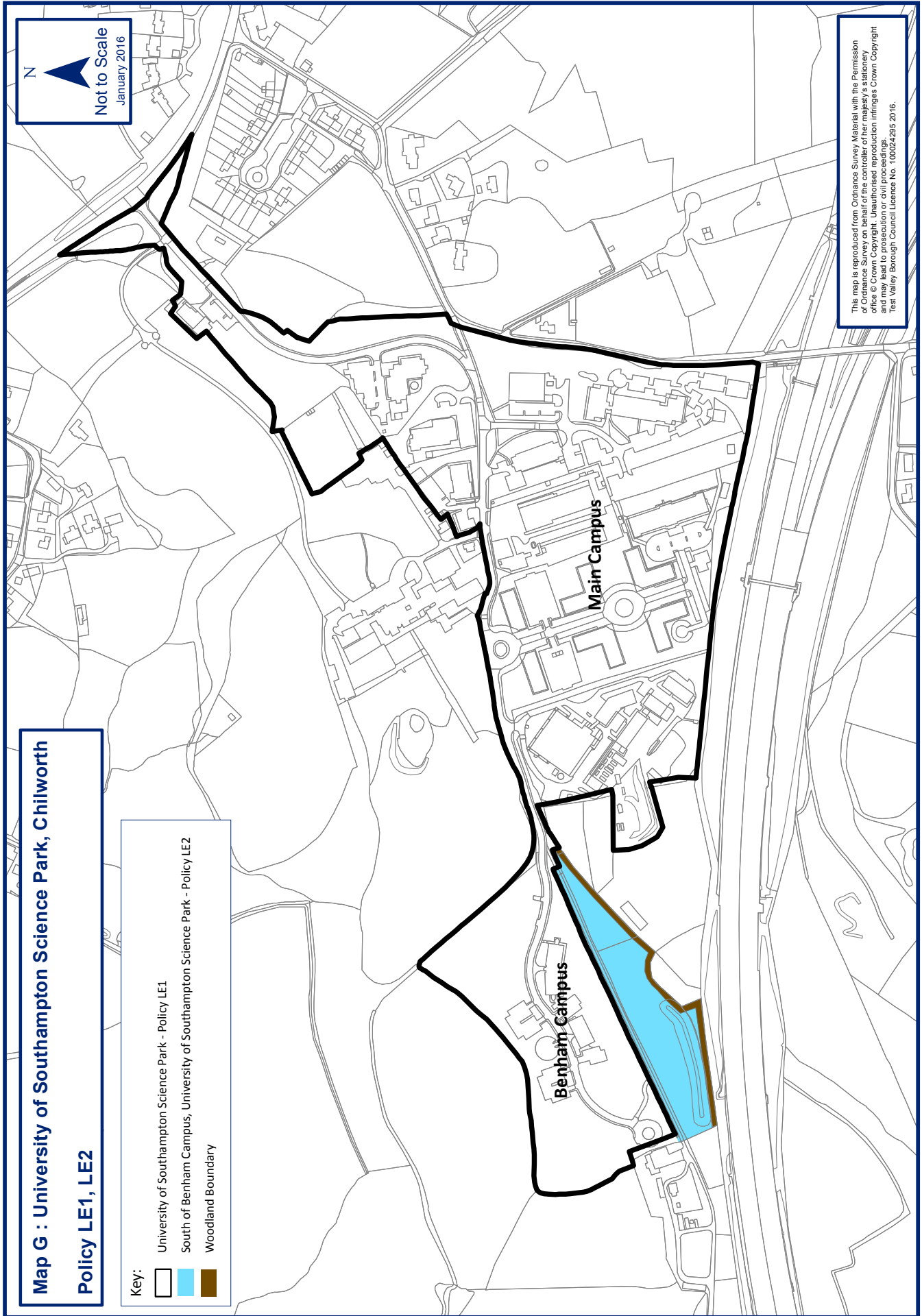


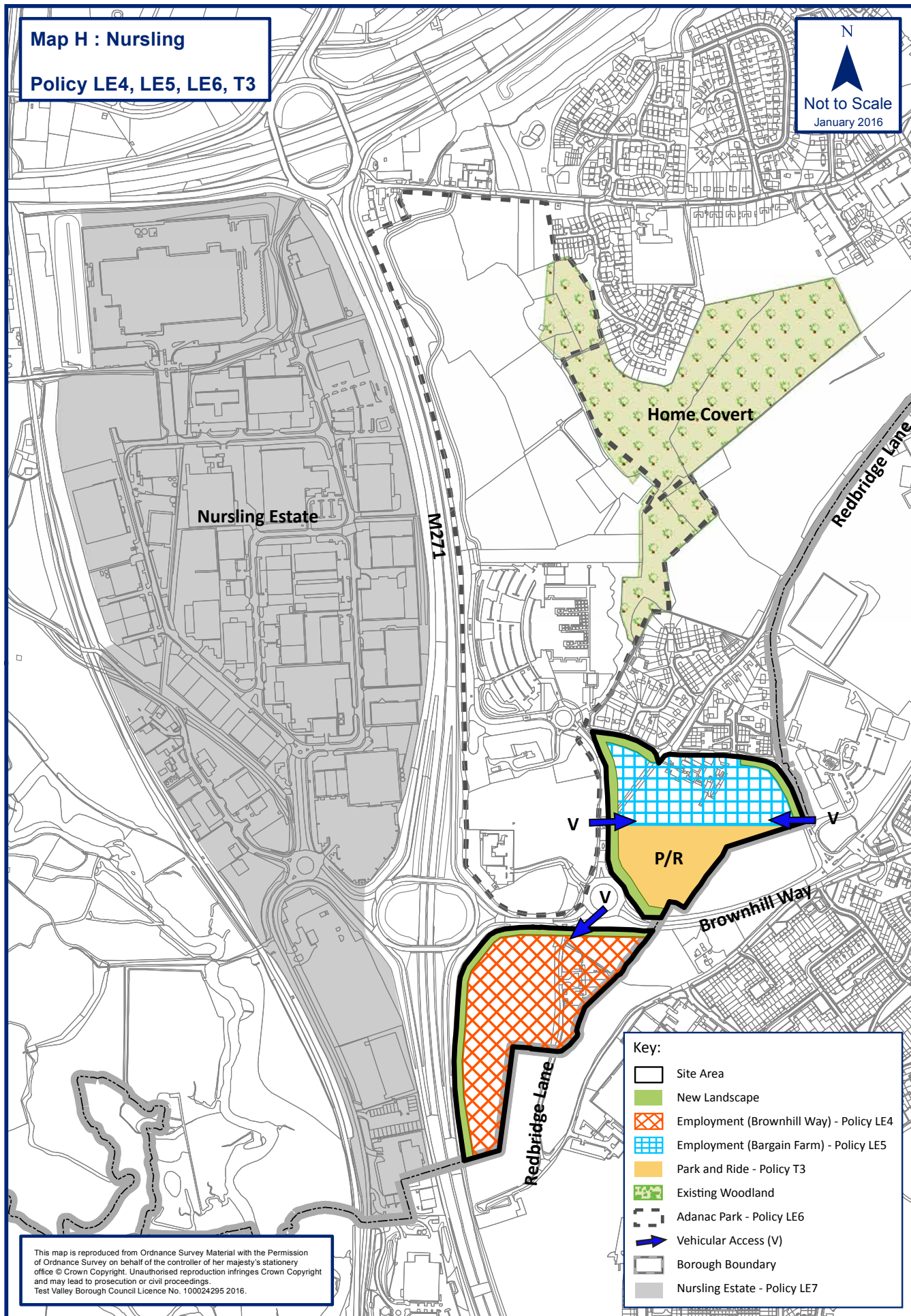


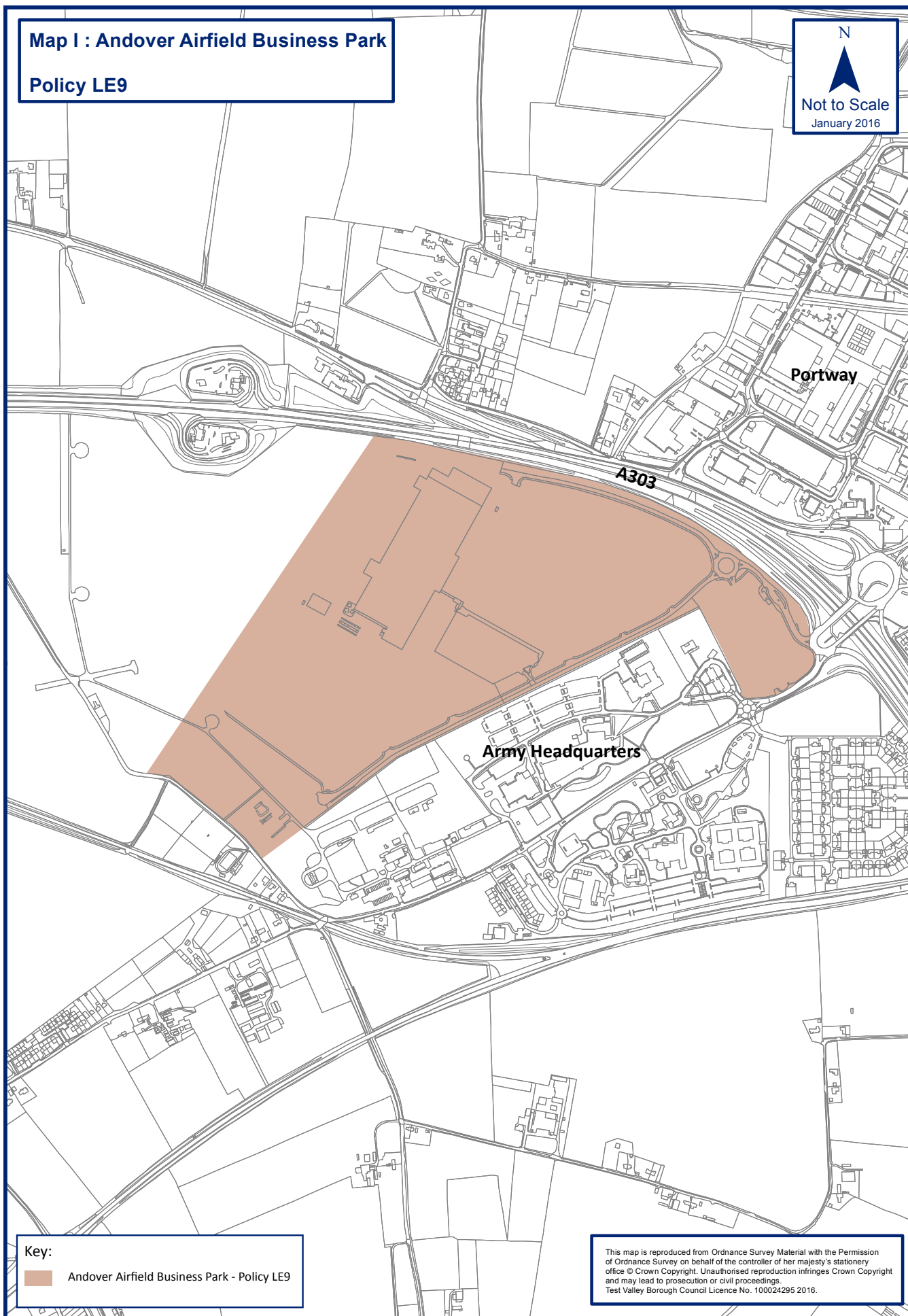


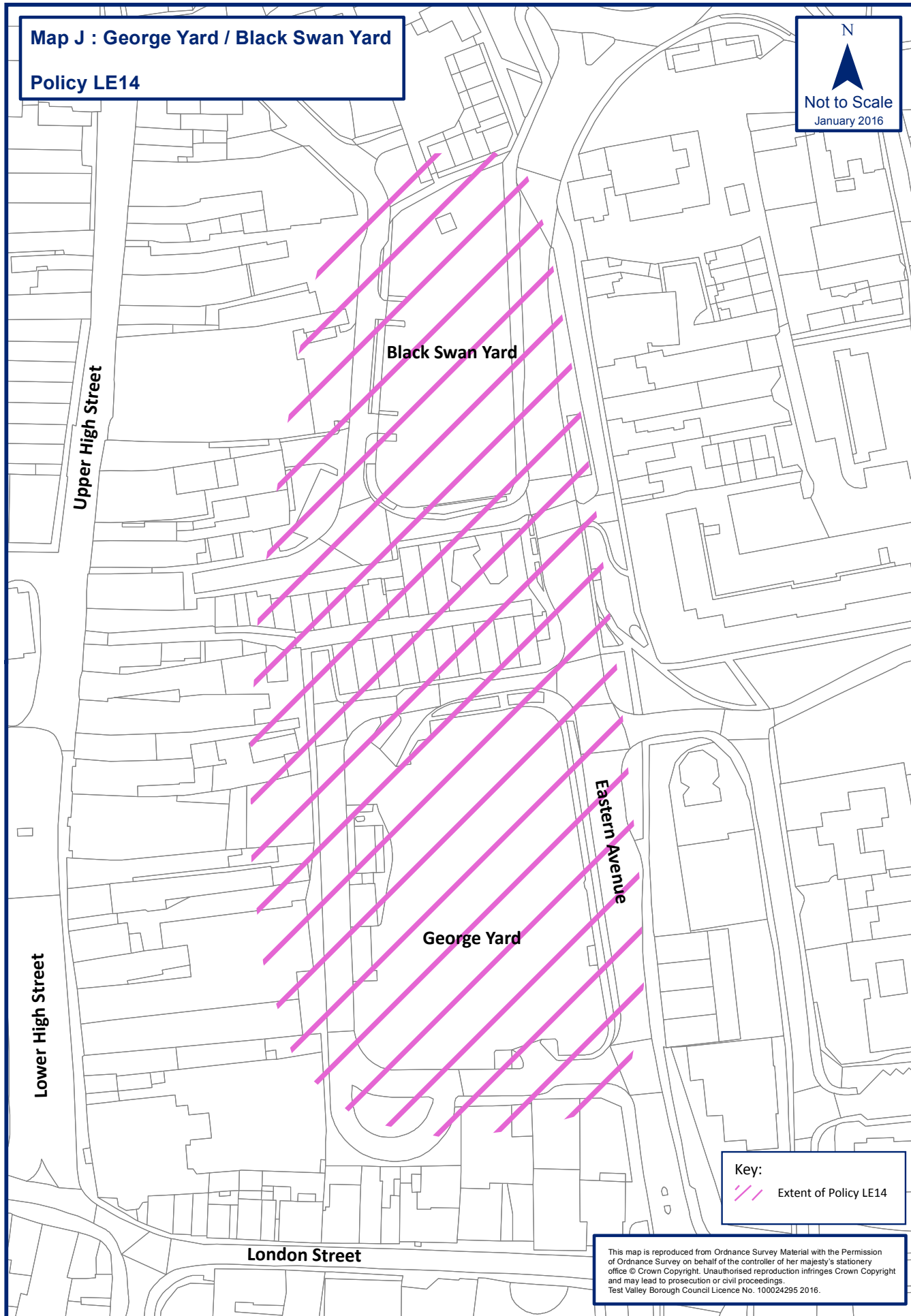


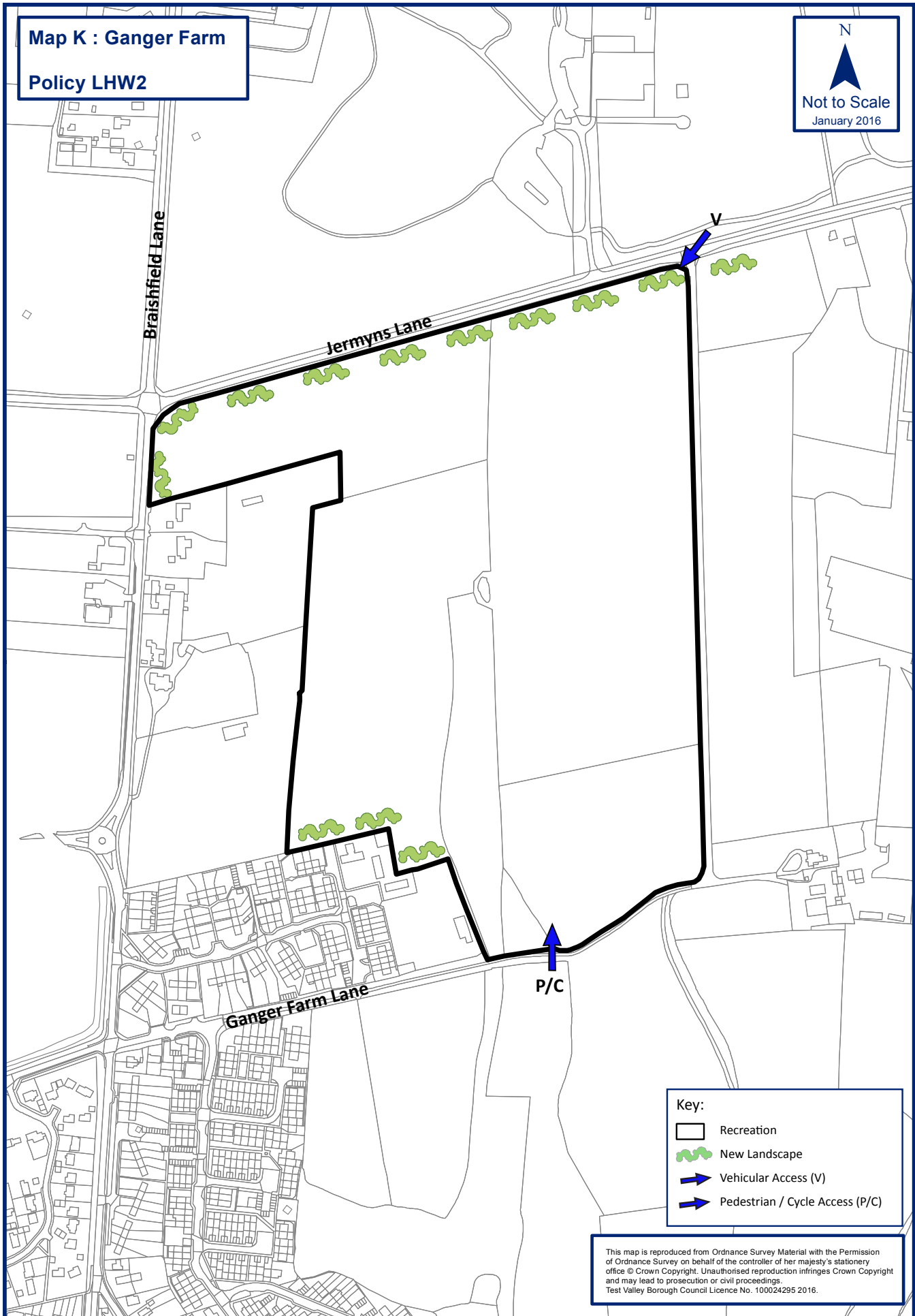


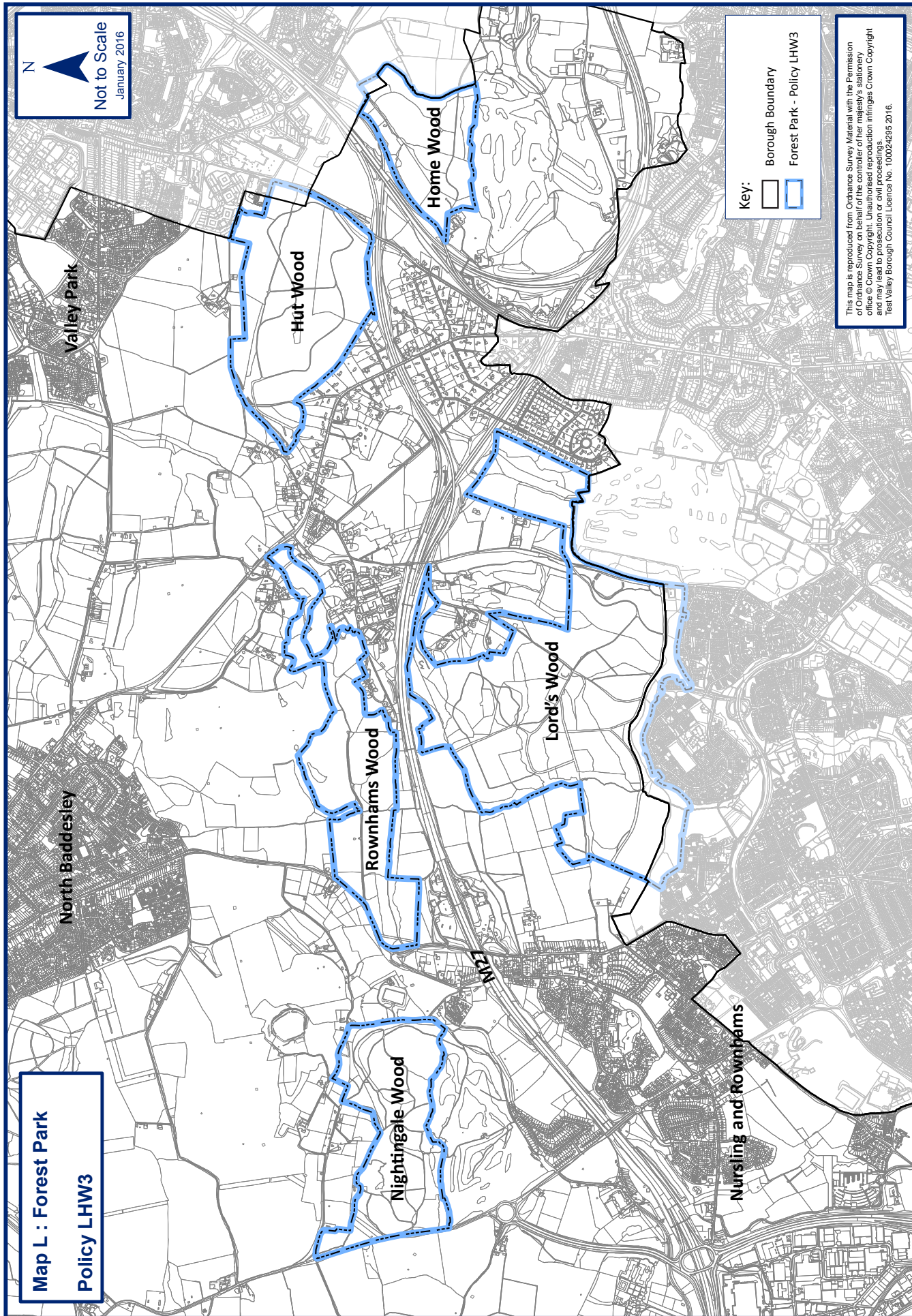














Inset Maps 1 - 55

Inset Maps Index

Inset Map Name	Inset Map Number
Andover	1
Andover Town Centre	2
Romsey, North Baddesley and Valley Park	3
Romsey Town Centre	4
Nursling and Rownhams	5
Chilworth and Valley Park	6
Abbots Ann	7
Ampfield (East)	8
Ampfield (West)	9
Amport	10
Anna Valley and Upper Clatford	11
Appleshaw	12
Awbridge	13
Barton Stacey	14
Braishfield	15
Broughton (North)	16
Broughton (South)	17
Chilbolton	18
Enham Alamein, Little London and Smannell	19
Fyfield, Thrupton and East Cholderton	20
Goodworth Clatford	21
Grateley	22
Hatherden	23
Houghton (North)	24
Houghton (South) and Bossington	25
Hurstbourne Tarrant and Ibthorpe	26
Kimpton	27
King's Somborne	28

Inset Map Name	Inset Map Number
Leckford	29
Linkenholt	30
Lockerley	31
Longparish (East)	32
Longparish (West)	33
Longstock	34
Michelmersh	35
Monxton	36
Mottisfont	37
Nether Wallop	38
Over Wallop (East) and Middle Wallop	39
Over Wallop (West)	40
Palestine and Grateley Station	41
Penton Grafton and Penton Mewsey	42
Quarley	43
Shipton Bellinger	44
Stockbridge (including part of Longstock Parish)	45
Timsbury	46
Upton	47
Vernham Dean	48
Wellow (East)	49
Wellow (West)	50
West Dean	51
West Tytherley	52
Weyhill (East)	53
Weyhill (West)	54
Wherwell	55



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