

# Regulation 18 Stage 1



# Draft Local Plan 2040

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# Foreword

A Local Plan is one of the most important documents a local authority can produce. It plays a significant role in how our communities will live, work, communicate, do business, and shop which are evolving more rapidly than we ever thought. This along with impacts from the Coronavirus and evolving national policy present challenges for the Local Plan which we will need to address.

To reflect the views gained from the two previous stages of public consultation, we have set out draft strategic planning priorities for the Borough. These reflect the priorities raised by our communities, including the need to counter climate change, helping to sustain communities' vitality, protecting our historic and rural features. Test Valley is rich in community, environmental and economic assets and our draft strategic priorities seek to build on this.

We need your input on whether the draft strategic planning priorities do reflect what is important to our communities and ultimately aim to improve the quality of life across Test Valley. Does the scale of growth and overall distribution of development reflect the local needs in helping to maintain the places where our communities wish to live. This is your opportunity to input into helping us to refine these proposals, along with helping to guide what detailed policies and sites we consider for the next stage of drafting the Local Plan.

The opportunity to have your say on matters will continue as we progress with drafting the Local Plan.



**Councillor Phil Bundy**  
*Portfolio Holder for Planning*



# Chapter 1: Introduction

**1.1** The context for preparing the Test Valley Local Plan 2040 (LP40) is a challenging one, as there have been recent changes to how we live, work and what is considered important to our communities. Countering our changing climate, uncertainty of planning reforms, and evolving national legislation on protecting and improving our environment will need to be taken account of and will significantly shape the Local Plan 2040. So will the impact of the Coronavirus pandemic, which is affecting us all.

**1.2** Our evidence base will need to take account of the impacts of the pandemic and there may be longer term changes into the future, for example, to working patterns, travel and consumer behaviour. Addressing the impacts of the pandemic will be a challenge as they are still emerging, and the Council will need to take into account the most up-to-date information at each stage of the Local Plan.

**1.3** Alongside this, and fundamental to preparing the Local Plan, are consideration of the local issues and challenges that are specific to Test Valley which we will need to address. Test Valley is one of the larger Boroughs in Hampshire and is predominantly rural in character. There are a few large cities or towns surrounding Test Valley, including the presence of Southampton City adjacent to the southern boundary which can create development pressure in this area. The market towns of Andover and Romsey provide key centres in the north and south of the Borough for our communities. They are surrounded by countryside with a dispersed variety of villages and settlements. At the centre of the Borough is Stockbridge, on the River Test, which acts as a centre for many of our more rural communities.

**1.4** There is a strong economy in Test Valley which our rural and visitor economy plays a key role. Test Valley has a rich variety of high-quality landscapes and habitat, including farmland, woodlands, chalk downland and river valleys. Test Valley also includes part of the North Wessex Area of Outstanding Natural Beauty, to the North of Andover and numerous rivers, tributaries, rivulets and chalk streams across the Borough.



## What is a Local Plan

- 1.5** The Test Valley Local Plan 2040 will provide a planning policy framework for the future of the Borough, and more specifically how we intend to deliver sustainable development, which is at the heart of the planning process. It will set out planning policies which will be used as the starting point for determining planning applications. On Adoption, it will replace the Revised Local Plan 2029.
- 1.6** The Local Plan 2040 will set out the level of new homes, jobs and infrastructure to be provided to support the Borough's communities and meet their future needs, whilst also protecting the local environment. This relates to both strategic issues, such as the amount of growth proposed, how it is distributed, and how the Borough moves towards achieving net zero carbon, through to more detailed issues, such as the design and layout of new development and how environmental assets are to be protected. It will also help to implement the spatial aspects of the Council's priorities and delivery of infrastructure, as set out in the Corporate Plan.

- 1.7** Following Adoption of the Local Plan 2040, we will seek to deliver the Local Plan 2040 however this can be influenced by many factors. Partnership and collaborative working with many stakeholders including both public agencies and private sector will be necessary. There are delivery risks that are outside of our control. Such as in recent years, we have seen the effects of the economic crisis and the consequences of the Coronavirus are unknown. In preparing the Local Plan 2040, we will consider how we can incorporate flexibility and resilience into our strategy and policies.

- 1.8** The Local Plan is part of our Development Plan. A Development Plan comprises of planning policies which guide decision making on development (planning applications). The Development Plan also comprises any other relevant Development Plan Documents such as documents relating to minerals and waste and made Neighbourhood Plans which are prepared by our parishes and their local communities.

- 1.9** The Test Valley Development Plan is currently comprised of the Adopted Revised Local Plan 2029, which will be replaced by the Local Plan 2040 on Adoption, along with the Adopted Hampshire Minerals and Waste Local Plan 2013 and a number of made Neighbourhood Plans.
- 1.10** The Local Plan 2029 reached the five-year anniversary of its adoption on 27 January 2021. The Council is legally required to review its local plan five years from adoption to ensure that policies remain relevant. This does not mean that a new local plan needs to be adopted within five years, but that the review should either be underway or triggered, depending on the issue. We therefore undertook a review of the Adopted Local Plan 2029 to ensure its policies remain effective and to identify any areas which need to be reviewed.
- 1.11** The review concluded that the spatial strategy is considered to remain sound, and plan polices remain up to date and continue to provide a robust basis for decision making in the determination of planning applications. The review was approved by the Council’s Cabinet on 10 March 2021. This demonstrates that whilst the new Local Plan 2040 is being prepared, the Council’s existing Adopted Local Plan 2029 still provides a robust basis for decision making on planning applications.
- 1.12** A small area of the Borough is within the New Forest National Park. The New Forest National Park Authority is responsible for planning of this part of the Borough, with the Adopted New Forest National Park Local Plan 2016-2036 forming the Development Plan for this area.
- 1.13** Neighbourhood Plans provide an opportunity for parishes and local communities to plan for their local community and reflect their aspirations for their area. Neighbourhood Plans must be prepared in general conformity with the strategic policies currently set out in the Adopted Revised Local Plan 2029 however this will change to the Local Plan 2040 once adopted. The Council will continue to provide support for communities wishing to prepare a neighbourhood plan.
- 1.14** Other local planning policy documents can be prepared by the Council, such as Supplementary Planning Documents (SPDs) and Village Design Statements. Supplementary Planning Documents can help to provide further guidance regarding strategic policies set out in a Local Plan. The Council already has several SPDs in place and these will remain in use if they are based on a strategic policy in the Local Plan 2040 on Adoption, if not the Council may seek to review these SPDs. Village Design Statements can be prepared by parishes and residents in consultation with the Council, to provide guidelines for developments to be in keeping with the village’s essential character.
- 1.15** Our Corporate Plan 2019-2023 ‘Growing Our Potential’ was approved in April 2019, setting our vision and strategic priorities for 2019-2023. This includes for our:
- a.** Town centres to adapt and be attractive, vibrant and prosperous places;
  - b.** Communities to be empowered, connected and able to build upon their strengths;
  - c.** People to be able to live well and fulfil their aspirations; and our
  - d.** Local environment working together to care for and maintain our outstanding natural and built assets in Test Valley.

**1.16** The Corporate Plan is important in the Council's overall strategic planning framework as the Local Plan 2040 has a central role in the delivery of the spatial aspects of actions under each of the Corporate Plan's priorities. This includes:

 **Town Centres:** Providing a long-term strategic overview of what is needed in our town centres, within an ever-changing environment, putting in place the mechanisms to enable delivery.

 **Communities:** Strengthening our community-led approach to spatial planning so that people can play an active part in shaping their communities. This will include our ongoing commitment to undertake the preparation of the Local Plan 2040 in an inclusive way, and support communities who will benefit from developing a Neighbourhood Plan or Village Design Statement to do so. More specifically, the Local Plan 2040 will explore opportunities to deliver more new affordable homes in urban and rural areas.

 **People:** Supporting our communities to ensure that the right infrastructure at the right scale is secured that delivers homes and employment growth, enabling people to access a job, live in a decent home and fulfil their aspirations.

 **Local Environment:** Identifying opportunities to increase access to the countryside and green spaces for Test Valley residents.

**1.17** During the course of the production of the Local Plan 2040 the Council's Corporate Plan will be reviewed and a new version will be adopted. The Local Plan 2040 is key in the delivery of the Council's priorities, and we will need to ensure we reflect the priorities in the updated Corporate Plan in the Local Plan 2040.

## How the Local Plan fits with the Climate Emergency Action Plan

**1.18** Climate change is one of the greatest challenges which we face. The Government has set a statutory target for the country to achieve net zero carbon emissions by 2050. Reflecting this and since the latest Corporate Plan was approved, the Council has declared a climate emergency in September 2019 and approved its first Climate Emergency Action Plan<sup>1</sup> (CEAP) in 2020. The Climate Emergency Action Plan concentrates on what the Council can do to make a difference. It will ensure we meet the targets identified by Government but also exceed these where we can. The Local Plan is a mechanism to deliver this and move towards neutrality and help promote more sustainable living.

**1.19** Central to this Local Plan, is addressing and countering our changing climate through minimising impact of new development and adaptation as set out in our CEAP. This relates to many of the matters that will be addressed in the Local Plan 2040, from the location, design and layout of building to using nature-based solutions. The Council is committed to working with communities and partners to reduce emissions and support adaptation to reduce the effects of a changing climate.

## How does this fit with the Town Centre Masterplans

**1.20** To deliver our Corporate Priority of adapting our town centres to be attractive, vibrant and prosperous places, Masterplans have been approved by the Council for Andover and South of Romsey Town Centres. These Masterplans set out objectives and specific projects to aid regeneration of the town centres.

<sup>1</sup> Available: <http://testvalley.gov.uk/aboutyourcouncil/corporatedirection/environmentandsustainability/climate-emergency-action-plan>

Both Masterplans have an emphasis on introducing a wider range of mixed uses within the town centres and were informed by extensive public engagement and consultation.

- 1.21** Future proofing Andover and Romsey Town Centres to create cultural, adaptable, diverse and vibrant centres is a key matter to be addressed in the Local Plan 2040. The Local Plan 2040 will be a mechanism to help set out and deliver our long-term strategic overview of what is needed to regenerate these town centres. The respective Masterplans are mechanisms to aid delivery of specific projects and will be supported by ongoing co-operation with key partners and delivery bodies.
- 1.22** Both towns have established partnerships between residents, community groups, businesses and public bodies; these are Andover Vision and Romsey Future. The Council will continue to engage with Andover Vision and Romsey Future regarding the delivery of regeneration.

### How the Local Plan fits with the Statement of Community Involvement

- 1.23** Effective engagement and consultation are key to ensuring the Local Plan 2040 takes account of what is important to our communities and stakeholders. To do this, our communities and stakeholders need to understand how to get involved and express their views. Our Statement of Community Involvement (SCI) (2017) describes how they can get involved in the plan making process. This includes Local Plans and Neighbourhood Plans, and the various methods the Council will use and consider in undertaking public consultation.
- 1.24** The consultation undertaken for the Local Plan 2040, has to be undertaken in accordance with the SCI, as this is a legal requirement. The Coronavirus pandemic restrictions have had an impact on how we consult and the ability

of our communities and stakeholders to get involved. We have produced an Addendum (2020) to our SCI setting out the changes that would be needed regarding the methods we use to consult when restrictions are in place to take account of this but still ensure we provide opportunities for our communities to get involved. These methods are evolving, and the use of various digitals means is becoming helpful in reaching parts of our communities and stakeholders.

- 1.25** There is a national requirement for SCIs to be reviewed within five years of their Adoption. Our Statement of Community Involvement was adopted in 2017. We will need to review the SCI by the end of 2022. The preparation of the Local Plan 2040 will need to be in accordance with any changes made to the SCI.

### Progress of the Local Plan 2040

- 1.26** The current Local Plan 2029 was adopted in January 2016. The Council has commenced preparation of the Local Plan 2040, with two informal stages of public consultation having already taken place.
- 1.27** The first stage of public consultation was undertaken on an 'Issues and Options' document in summer 2018 which aimed to seek views on issues that the Borough, and those that live and work in Test Valley will face in the future, together with how best to deal with them. This has helped us to better understand what our communities see as the key planning issues going forward.
- 1.28** The second stage of public consultation was a 'Refined Issues and Options' document in summer of 2020 which sought to build upon the outcomes of the initial consultation and to also recognise and take account of recent key changes and trends through presenting more detailed and specific policies and proposals. The comments received are helping us to develop and draft more detailed policies and proposals.

**1.29** The next step is our Regulation 18 public consultation which will be undertaken in two stages. The first stage (Stage 1) of our Regulation 18 public consultation provides more detailed proposals than that presented in our previous consultation documents and focusses solely on strategic matters. The second stage (Stage 2) of our Regulation 18 public consultation will include all draft proposals, including all strategic matters set out in the Stage 1 of our Regulation 18 Local Plan, which will have been developed taking into account your comments and further evidence. Stage 2 will also include detailed proposals for our site allocations and development management policies.

**1.30** Our approach to preparing the Local Plan builds upon the Council's commitment to greater engagement and partnership working with local communities. The timetable for the preparation of the Local Plan, in particular the two stage Regulation 18 public consultation, enables focus on our strategic priorities and aspirations. We can seek the communities' views upon this first which can feed into the detailed assessment of sites and development management policies. Alongside this, and fundamental to preparing the Local Plan, are consideration of the local issues and challenges that are specific to Test Valley which we will need to address. Test Valley is one of the larger Boroughs in Hampshire and is predominantly rural in character. There are a few large cities or towns surrounding Test Valley, including the presence of Southampton City adjacent to the southern boundary which can create development pressure in this area. The market towns of Andover and Romsey provide key centres in the north and south of the Borough for our communities.

**1.31** The timetable for the Local Plan is set out in Figure 1.2, which is also set out in our Local Development Scheme.

Figure 1.2.: Local Plan 2040 Timescale.



**1.32** The Local Plan 2040 Regulation 18, Stage 1 focuses solely on strategic matters, setting our draft policies, proposals, and future challenges. These strategic matters seek to address the strategic priorities for Test Valley firstly by setting out our draft vision and objectives which guide the Local Plan's policies and proposals. It then sets out our draft spatial strategy which is our overall strategy to guide the distribution and type of development. Following on from this, our draft strategic proposals are explained, including achieving high quality of design, a net zero carbon future, supporting regeneration of our town centres, ensuring sufficient provision to meet our needs for housing, employment, infrastructure alongside conserving and enhancing the natural, built and historic environment.

**1.33** The Local Plan 2040 Regulation 18, Stage 2 will be a comprehensive Local Plan which will include all of our draft proposals. This will include the strategic matters set out in the Local Plan 2040 Stage 1 Regulation 18 document which will have been further refined to take account of your comments and further evidence. The document will set out draft proposals on our site allocations and non-strategic matters including development management policies. These policies will be used to determine planning applications and will cover topics such as the provision of specific infrastructure and the conservation and enhancement of the natural environment.

**1.34** Following public consultation of our Local Plan 2040 Regulation 18, Stage 2, we will consider your comments and undertake and collate further evidence where needed, to inform and prepare our final draft of the Local Plan 2040. This will be our Regulation 19 document. All comments made on the Local Plan 2040 at the Regulation 19 stage will be collated and submitted alongside the Local Plan 2040 to the Secretary of State for Examination.

**1.35** Some of our draft policies and proposals will require to be illustrated geographically on our Policies Maps. At this stage, there are only a couple of draft policies which propose geographical boundaries, which we have shown in this document, and thus a draft Policies Map has not been produced. We will produce a draft Policies Map to accompany our Local Plan 2040 Regulation 18, Stage 2 and we would welcome your comments on the draft Policies Map at that stage.

## Plan Period

**1.36** The plan period is the timescale that the local plan policies cover, particularly in terms of the amount of development needed. Adopted local plans are reviewed before the end of their plan period and therefore we cannot start the timeframe for this Local Plan 2040 at the end of the plan period of the current Adopted Local

Plan 2029, as we need to make sure there is an overlap in timescales, otherwise there will be a gap in the planning framework.

**1.37** The current Local Plan (adopted January 2016) covers a plan period of 2011-2029. We are proposing the plan period for the Local Plan 2040 starts in 2020. Although we have previously suggested an end date of 2036 in our Refined Issues and Options Local Plan, we are now proposing an end date of 2040. The plan period has been amended to reflect the change in the timescale to prepare the Local Plan and the need to be in conformity with national policy. National planning policy is clear that the Council needs to look ahead over a minimum of 15 years from the date of adoption of the plan. As the adoption of the Local Plan is expected to take place in 2025, the Local Plan end date is proposed to be 2040.

## Evidence Base

**1.38** The evidence base<sup>2</sup> is used to help understand the background of any issues which a Local Plan needs to address. The evidence base is an important element for the justification for the Council's policies and proposals and will evolve throughout the preparation of the Local Plan 2040. Where appropriate, evidence base studies have and will be prepared jointly with neighbouring authorities.

**1.39** The time period for the production of our evidence base is dependent upon available data both in regard to the start base date and reliability of future forecasts. Ideally a consistent base date (start date) will be used for evidence base studies, which will be consistent with the start date of the plan period, of 2020. As we get further into the future, it can become more difficult to set out the level of certainty for our development needs.

<sup>2</sup> Available at: <http://testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base>

- 1.40** The Council has prepared some evidence base studies to inform the policies and proposals within this Local Plan 2040, while some studies are still in preparation. To ensure our policies and proposals are justified, we have outlined the next steps for those strategic matters where this is the case rather than pre-empt the outcomes of our evidence base studies. In addition, the Council has prepared a series of Topic Papers to explain how the Council has derived the draft proposals and policies in the Local Plan 2040. These Topic Papers will be updated as the Local Plan 2040 progresses.
- 1.41** There are a few appraisals or assessments that are critical to inform the preparation of the Local Plan 2040. These include the Sustainability Appraisal, Habitats Regulations Assessment, Equalities and Health Impact Assessments. These appraisals or assessments ensure sustainability is embedded within the Local Plan 2040, as well as ensuring the impacts from the proposals or policies in the Local Plan 2040 on protected habitats, equality and health are fully considered and reflected in the Plan.
- 1.42** The Sustainability Appraisal assesses the policy options that have been considered and sets out the main impacts that are expected to result from each of these options, including on the environment, communities and the economy. This helps to identify the preferred draft options that have then been incorporated into the Local Plan 2040. To assess these options, a sustainability framework has been prepared, informed by gathering background information about the area, so that key issues could be identified. From this, sustainability objectives have been established which are set out in the Sustainability Framework. These are different to the objectives for the Local Plan 2040 itself.
- 1.43** The Council published a Scoping Report<sup>3</sup> in 2020 which sets out our Sustainability Framework. This is the Sustainability Framework which has and will be used to assess our policy options for inclusion in the Local Plan 2040. We have undertaken a Sustainability Appraisal<sup>4</sup> to inform the Local Plan 2040, which has considered and assessed potential policy options to inform our draft policies. Only policy options which have been considered reasonable for Test Valley have been assessed. The preferred policy options have been taken forward in the Local Plan 2040. The Sustainability Appraisal Report has been made available alongside the Local Plan 2040 and is part of the public consultation, along with the Equalities Impact Assessment and Health Impact Assessment.
- 1.44** The Council is also required to undertake a Habitats Regulations Assessment on the Local Plan 2040. This will assess if the Local Plan 2040 proposals could significantly harm the designated features of protected sites identified by the Conservation of Habitats and Species Regulations 2017 (as amended) which comprise of Special Areas of Conservation and Special Protection Areas. The Council will shortly be procuring consultants to undertake this assessment which will inform the preparation of draft policies and proposals for inclusion in the Local Plan 2040 Regulation 18 Stage 2.

3 Available at: <http://testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/sustainability-appraisal>

4 Sustainability Appraisal Full Report for the Test Valley Local Plan: Regulation 18 Stage 1

## How to Comment

- 1.45** We are inviting and would welcome comments on the draft policies and proposals set out in the Local Plan 2040 Regulation 18 Stage 1. This will help us to refine these policies and proposals and to inform the more detailed matters which will all be included in the Local Plan 2040 Regulation 18 Stage 2.
- 1.46** In addition, if you have any comments on other planning policy matters that will help us to develop the Local Plan 2040 Regulation 18, Stage 2, then please provide these as well.
- 1.47** Comments on the Local Plan 2040 are invited during a 8 week period, which runs from **11 February to noon on 8 April 2022**. Comments should be submitted to the Planning Policy and Economic Development Service. They need to be made in writing and directed to:
- Email:**  
planningpolicy@testvalley.gov.uk
- Post:**  
Planning Policy and Economic  
Development Service  
Test Valley Borough Council  
Beech Hurst  
Weyhill Road  
ANDOVER  
SP10 3AJ
- 1.48** If you have any queries on the content of this document, please contact the Planning Policy and Economic Development Service using the above email address or via 01264 368000.
- 1.49** In your response, please provide your name, and postal or email address. If you are responding on behalf of someone else, please also provide the name of the individual or organisation.
- 1.50** If you respond to this consultation, we will keep you informed of future consultation stages unless you advise us that you want to opt out of such communications.

- 1.51** All consultation responses will be made publicly available in due course following the end of the consultation. If you are responding as an individual, rather than as an organisation, we will not publish your contact details (email/postal address and telephone number) or signatures.
- 1.52** Some of the content of this document goes into a level of detail or uses phrases which planners need to cover in order to refer to the correct technical terminology. If you are uncertain about the meaning of any anything, or wish for further explanation of the meaning, please contact us.

## Next Steps

- 1.53** Following public consultation on the Local Plan 2040, we will process and review the consultation outcomes and comments to inform the preparation of the Local Plan 2040 Regulation 18, Stage 2. We are continuing to develop our evidence base to support proposals and policies to be included in the Local Plan 2040 Regulation 18, Stage 2. We will be consulting on our Local Plan 2040 Regulation 18, Stage 2 by the end of 2022.



## Chapter 2: Vision, Key Challenges and Objectives

### Introduction

- 2.1** Central to preparing the Local Plan is understanding the key challenges and opportunities facing the Borough and our communities, which in turn informs the Plan's Vision and Objectives. Part of this, is the changing national and regional policy context which preparation of the Plan must take account of.
- 2.2** The Vision summarises the Council's aspirations for the Borough and projects this over the plan period. It describes the broad overarching and ambitious philosophy of the plan.

- 2.3** The Objectives set out our planning priorities for Test Valley reflecting the challenges we face and the issues that resonate with our communities, as identified in consultation responses. They provide the connection between how we will deliver the Vision through providing specific priorities for the plan's policies.
- 2.4** Alongside the Vision and Objectives, is our Spatial Strategy which is set out at Chapter 3. The Spatial Strategy provides the overarching direction on where development will be supported in the Borough including the type and shape.

### National Planning Policy and Guidance

- 2.5** We must frame our Local Plan, and our Vision and Objectives against national planning guidance. The National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) provide guidance for the preparation of local plans. They set out key national priorities that must be taken into account in the preparation of local plans and when determining planning applications. The NPPF requires that all development needs are met in the Local Plan, in terms of housing, economic growth, the provision of new infrastructure, facilities and services.

**2.6** At the heart of the NPPF is a presumption in favour of sustainable development. This reflects the requirement, in the Planning and Compulsory Purchase Act 2004 (as amended), that Local Plans are prepared with a view to ‘contributing to the achievement of sustainable development’<sup>5</sup>. It confirms that the planning system has three overarching and interdependent objectives; economic, social and environmental. The NPPF definition of sustainable development states that ‘sustainable development is development that meets the needs of the present without comprising the ability of future generations to meet their own needs’.<sup>6</sup>

**2.7** The Government identifies the tests which the Local Plan will be assessed against. The tests ensure Local Plans can be considered ‘sound’ and thus Adopted. For the Local Plan 2040 to be ‘sound’, we must demonstrate the following tests have been met:

- **Positively prepared** and based on a strategy which seeks to meet objectively assessed development and infrastructure requirements for its area, including any unmet requirements from neighbouring authorities, and that is consistent with achieving sustainable development.
- **Justified** in that it must set out an appropriate strategy (when considered against reasonable alternatives) which is based on proportionate evidence.
- **Effective** – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities.
- **Consistent with national policy** to enable the delivery of sustainable development in accordance with the policies in the NPPF.

**2.8** In August 2020, the Government published ‘Planning for the Future’ White Paper which sought views on a number of packages regarding proposals for reform of the planning system in England, to streamline and modernise the planning process. A Planning Bill was confirmed in the Queen’s speech in May 2021 to take forward these changes. However, the full extent of the reform is currently unknown, as is the timetable for any changes that result from the future Planning Bill.

**2.9** Potential changes from the Planning Bill, and any other potential changes to legislation such as relating to the future Levelling Up White Paper and the recently enacted Environment Act 2021, present significant risk that national legislation is likely to change during the preparation of the Local Plan 2040 and will have an impact on it. If this were to take place, we may need to pause plan preparation and consider any implications for the Local Plan 2040.

**2.10** At the same time as progressing potential planning reforms, the Government is encouraging local planning authorities to continue reviewing and updating their local plans and to not await the outcome of the reform proposals. The Government’s target remains for all local planning authorities to have an up-to-date local plan in place by the end of 2023.

**2.11** We want to ensure the preparation of the Local Plan 2040 is informed by appropriate evidence, which takes time to collate, and understand and provide plenty of opportunities for public consultation to gain the views of our communities. It is important that we listen and consider the views of our communities and evidence to ensure the Local Plan 2040 reflects these but at the same time ensuring we can meet the tests to demonstrate a ‘sound’ Local Plan. Nonetheless, we will have made significant progress towards a final draft Local Plan 2040 (which is the Regulation 19 stage) which we are aiming for public consultation by the end of 2023.

<sup>5</sup> Planning and Compulsory Purchase Act 2004 (as amended) Section 39(2).

<sup>6</sup> Brundtland Commission definition as per Resolution 442/187 of the United Nations General Assembly and referenced at paragraph 7 in the NPPF

**2.12** Whilst the Local Plan 2040 is being prepared, the Council’s existing Adopted Local Plan 2029 still provides a robust basis for decision making on planning applications. This was demonstrated through the Council’s five-year review of the Adopted Local Plan 2029.

**2.13** Following the United Kingdom withdrawing from its membership of the European Union on 31 January 2020, the relationship between UK and EU law has changed. EU law as of 31 December 2020 is now ‘retained EU law’ as part of domestic legislation. The UK now has separate and independent policies in areas such as the environment, whilst maintaining a commitment to broad equivalence in environmental standards. It is not yet clear what specific implications there might be for the Local Plan 2040, or the wider planning system and the framework in which it operates, in the future. The uncertainty of this presents a challenge to the preparation of the Local Plan 2040, and one we will need to monitor.

**2.14** The recently enacted Environment Act 2021 became law on 10 November 2021 and covers a range of topics linked to the protection and improvement of the natural environment. The preparation of the Local Plan 2040 will need to accord with this Act with many of the topics needing to be addressed in the Local Plan 2040, such as water resources, air quality and biodiversity, and nature recovery. Addressing the requirements in the Act will be a challenge as further legislation and guidance will be evolving alongside the progression of the Local Plan 2040. The timescale to address these may be limited or we may need to consider a change in the Local Plan 2040 timescale.

**2.15** We are preparing the Local Plan 2040 at a time where the Coronavirus pandemic is affecting us all. We will need to take account of any potential changes arising from the pandemic on the way we live and work, as these emerge and noted in Chapter 1.

## Regional Context and the Duty to Cooperate

**2.16** National policy places a duty on local planning authorities to co-operate with external organisations and stakeholders on strategic matters that cross over boundaries, such as transport corridors, infrastructure projects, or housing needs.

**2.17** We are engaging with external organisations and stakeholders, including statutory consultees, such as Hampshire County Council and Natural England through the preparation of the Local Plan 2040. This will help to ensure the Local Plan 2040 is informed by the expertise, priorities and requirements of other key agencies and authorities on strategic or cross boundary matters. It also provides opportunities for coordinated delivery of projects, policy and infrastructure.

**2.18** We are also engaging with our neighbouring authorities. Our neighbouring authorities are shown in Figure 2.1. The Council works with authorities across South Hampshire, including Hampshire County Council, through the Partnership for South Hampshire (PfSH) voluntary partnership<sup>7</sup> on a range of strategic planning matters, including on a joint evidence base. The joint Statement of Common Ground (SoCG) in preparation by PfSH will look forward to 2040, with a possible long-term vision to 2050. This will replace the Spatial Position Statement (SPS) for the sub-region for the period to 2034, with some of its evidence covering the period to 2036.

<sup>7</sup> Test Valley is part of the PfSH Partnership together with East Hampshire, Eastleigh, Fareham, Gosport, Hampshire County, Havant, New Forest, Portsmouth, Southampton, and Winchester Councils and New Forest National Park

**2.19** The Council is also working closely with Basingstoke and Deane, Rushmoor and Hart councils and a collective narrative for North Hampshire was endorsed by the Council Cabinet on 27 October 2021. This identifies each authority's existing plans for growth and identifies opportunities

and issues to achieve those aspirations. It demonstrates joint commitment by the Council and the other authorities on co-operation at a strategic level on planning matters and sets out joint support for any future bids for external funding that may arise.



Figure 2.1: Map showing Neighbouring Authorities

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**2.20** The Council is jointly working with neighbouring authorities and agencies on a range of wider strategic, cross boundary environmental matters that will need to be addressed in the Local Plan. These include:

- addressing and mitigating the recreational impact of new residential development on the New Forest international nature conservation designations;

- mitigating the impacts of recreational pressures on the Special Protection Area designations around the Solent, through the 'Bird Aware Solent' scheme; and
- mitigating the impacts of nutrients from new development on the environmental designations, within and around the Solent.

## Vision

**2.21** The Vision summarises the Council's aspirations for the Borough looking towards the end of the plan period, to 2040. It describes the broad overarching and ambitious aim of the plan. It provides a balance of being aspirational, whilst also being realistic and distinctive to Test Valley Borough.

*By 2040, Test Valley Borough's communities will be prosperous and resilient by:*

*Providing access to good quality homes that will meet a range of needs and aspirations, including affordable housing. Countering our changing climate through mitigation and adaptation and delivering well designed developments to a high standard that encourage inclusivity, health and security. High quality of life will be experienced by our communities, and they will enjoy a strong sense of identity. Development will take place in sustainable locations and support the delivery of infrastructure.*

*The Borough's economy will be thriving and supported by a skilled workforce. The economy will experience sustainable growth across a range of sectors, including the high technology and green industries and the visitor economy. Residents will have access to training, education and work opportunities and enjoy well-connected working environments. The Borough will continue to be known for its varied, green and distinctive landscapes, heritage and rich ecology.*

*Our natural, built and cultural resources will be safeguarded for future generations to enjoy. The character of our individual settlements will be maintained and their sense of place enhanced. The market towns of Andover and Romsey will have thriving town centres, offering high quality connected green and public spaces and a mix of leisure, shopping and cultural facilities and homes, with sustainable transport connections. The smaller local centres will provide for the needs and aspirations of residents and visitors. The vibrancy of our rural communities will have been retained through sustaining access to facilities and services they need to support healthy, active lifestyles and wellbeing and enjoy access to our diverse and outstanding countryside.*

**2.22** The Vision identifies the need to deliver the homes, employment and supporting infrastructure that will be needed to support our community's needs, whilst balancing the protection and enhancement of our precious and unique natural assets and distinctive heritage which our communities highly value. It includes our corporate priorities of countering climate change and regeneration and enhancement of our town centres, and support for the Borough's local centres. It sets out the need to facilitate and support healthy active lifestyles with high quality design playing a key role in achieving this.

**2.23** We are seeking your comments on the Vision, in particular are there any other local priorities that you consider should be highlighted in the Vision.

## Objectives and Challenges

**2.24** The starting point for developing our objectives has been to identify and consider the key challenges and opportunities Test Valley faces. Addressing these in our objectives will ensure a framework is provided for our policies to collectively help address these. We have also considered what is important to our communities and how we meet their needs, through consideration of consultation responses, along with local priorities set out in the Council's Corporate Plan and national policy priorities.

**2.25** The draft objectives are set out by theme. They focus on what could be improved about living and working in Test Valley and our aspirations for the future of the Borough.

## Climate Change

*Countering climate change through transition to a net zero carbon future, where new development and local environments are adaptable and resilient to the changing climate. Seek to reduce emissions from new development, facilitate more sustainable living, and manage the risks of flooding, whilst seeking to protect our water resources.*

**2.26** Climate change is one of the greatest challenges which we face. The Government's statutory target for the country to achieve net zero carbon emissions by 2050 and requirements in national planning policy for Local Plans to mitigate climate change emphasise the importance of Local Plans playing a fundamental role in addressing this challenge. The Council's Climate Emergency Action Plan (CEAP) confirms this, in establishing the key role the Local Plan 2040 can make to influencing our impact on our changing climate. It is likely national policy will evolve over the preparation of the Local Plan 2040, which we will need to take account of.

**2.27** The Local Plan 2040 will have an impact on cutting our emissions through minimising the impact development has on emissions and adaptation to manage impacts. It is fundamental this objective is embedded in the Local Plan 2040. Consultation responses have confirmed that this is a priority for our communities. The Local Plan 2040 influences the location of development, shape, design and orientation of development. It will facilitate and support sustainable transport modes, sources of energy used, reduce our vulnerability to weather conditions, integrate nature-based solutions and aid the transition to a low carbon economy. Collectively these can have a significant impact on reducing our emissions.

## Our Communities

*Deliver and strengthen sustainable, cohesive and healthy communities in our towns and villages. Secure enhancements to social, green, health, educational and other local infrastructure through new development in sustainable locations. Support the viability of the Borough's town and local village centres in meeting many of the daily needs of our communities and residents.*

- 2.28** The sustainability of our communities is linked to their ability of having easy and safe access (by active or sustainable modes of transport, where possible) to facilities, services and amenities to serve economic and social needs, including shopping, recreation, education, and employment.
- 2.29** Our Market Towns provide central hubs in the north and south of our Borough to meet many of the needs of our communities through having a range of infrastructure, services and facilities. There is an opportunity to strengthen and enhance the roles of our Market Towns and ensure further growth is integrated. Whereas in our rural areas, sustainable access and the level of facilities and service varies between settlements. It can be a challenge to help sustain the range of existing facilities and infrastructure and to facilitate the enhancement of them is an even bigger challenge.
- 2.30** This objective is seeking to sustain and where possible, strengthen the sustainability of our communities. The Local Plan 2040 will be able to identify the location of new development and the resultant increase in population can help to sustain the vibrancy of our rural communities through helping to keep existing facilities and services to meet daily needs. Meeting our daily needs is considered to be through access to key services and facilities such as a food store, place of worship, community hall or meeting place, recreation ground or park, a public house and a primary school.

- 2.31** The Local Plan 2040 will play a role in helping to provide and facilitate new infrastructure that supports a healthy lifestyle. This includes access to digital infrastructure (including high speed broadband connectivity) and infrastructure to facilitate the use of electric vehicles.
- 2.32** The opportunity exists for the Local Plan 2040 to seek to strengthen the role of community led planning through supporting communities in bringing forward Neighbourhood Plans, Village Design Statements, and locally driven schemes. These can deliver community benefits and support the delivery of more affordable housing in our communities. This have been highlighted as important to our communities through the consultation responses.

## Town Centres

*Create cultural, adaptable, diverse and vibrant town centres in Romsey and Andover, including through regeneration schemes, and by securing high quality design and accessible mixed-use development that will increase vitality, whilst protecting and enhancing their historic and green assets.*

- 2.33** The market towns of Andover and Romsey are unique, attractive and distinctive. Both town centres offer a mix of shopping, leisure, entertainment, employment, services, culture, open spaces, and heritage. They both have a wealth of listed buildings and benefit from conservation areas and river frontages. However, they also include areas (and in the case of Andover, some highway infrastructure) that are undervalued and under used, or which could be enhanced and better integrated within the town centre.

- 2.34** Across the Country, the role of town centres is changing, and the retail sector in particular is facing challenges. Shopping activity and retail businesses have been impacted by the pandemic. On-line shopping and the growth in home delivery services, for example, have impacted footfall and shopping behaviour in many towns. Andover and Romsey will need to adapt over the plan period in order to maintain their vitality and prosperity, and likely in different ways. This presents both challenges and opportunities for the Local Plan 2040.
- 2.35** There is also growing evidence that people increasingly visit town centres to enjoy wider leisure and social experiences rather than solely for shopping or necessity purposes. Our high streets can build in resilience and capitalise on these changing behaviours, by offering a more varied mix of uses and activities than they might have in the past. Digital innovation and technology may also play a larger role in how people interact with their town centres and retail providers in future.
- 2.36** Enabling our town centres to adapt and to be attractive, vibrant and prosperous places, is a corporate priority<sup>8</sup> with the Local Plan being a key mechanism to deliver this. The future of our town centres was identified as a key theme in our consultation responses.
- 2.37** Regeneration of the town centres in line with the respective Andover and South of Romsey Town Centre Masterplans has already begun. The Masterplans are being delivered proactively, with our partners, key agencies and landowners. A key opportunity for the Local Plan 2040 is to help guide and enable the regeneration process over the lifetime of the plan.

## Built, Historic and Natural Environment

*Conserve and enhance the built, historic and natural environment within Test Valley, including local character, identity, cultural heritage, the variety of local landscapes and the special landscape character of the Borough.*

- 2.38** The built environment and rich heritage within our towns, villages and rural areas is of a high quality, often enhanced by the attractive and varied wider landscape setting. The Borough has many chalk streams and wide green river valleys and floodplains, pockets of ancient and managed woodland, undulating chalk downland, and expanses of attractive farmland. There are 36 designated Conservation Areas, just under 2,100 listed buildings, 96 scheduled monuments<sup>9</sup> and 8 registered local historic parks and gardens<sup>10</sup>.
- 2.39** These many and varied characteristics mean that the Borough's built and natural environment is highly desirable and valued, as highlighted through consultation responses. There is an opportunity for the Local Plan 2040 to deliver a positive strategy to protect, conserve and enhance the environment. However, there is always the challenge and pressure to meet the development needs of our communities and the impact this may have on the built and natural environment.

<sup>8</sup> Test Valley Borough Council Corporate Plan 2019-2023: Growing Our Potential, 2019 (available: <http://testvalley.gov.uk/aboutyourcouncil/corporatedirection/corporate-plan-for-2019-to-2023>).

<sup>9</sup> The Hampshire Archaeology & Historic Buildings Record (Hampshire County Council)

<sup>10</sup> The National Heritage List for England (Historic England)

**2.40** The impact of nutrients on internationally designated nature conservation sites in and around the Solent is a challenge. The high levels of nitrogen and phosphorus entering the water environment has resulted in dense mats of green algae. This is having an impact on a wider scale than just Test Valley. Natural England have advised that new homes and overnight accommodation within the River Test catchment area should achieve nutrient neutrality. This will ensure new development does not add to the existing nutrient levels. Ensuring mitigation solutions are available to support the development needs of our communities will be a challenge for the Local Plan 2040.

**2.41** Some areas of the Borough have experienced periods of localised flooding, often associated with rising groundwater. This presents risks to the safety of residents and communities, businesses, wellbeing, ecology and habitat (for example, when associated with pollution to rivers or groundwater). This objective will seek to conserve and protect the natural environment and mitigate the risk of flooding and ensure a sufficient water supply.

### *Ecology and Biodiversity*

*Conserve and enhance biodiversity, by taking opportunities to promote, and secure clear and measurable improvements to habitats and biodiversity. Enhance the connectivity, quantity and quality of ecological and green infrastructure networks, to help maintain and enhance the condition of protected nature conservation sites, protected species and the resilience of biodiverse environments to the changing climate.*

**2.42** The Borough has numerous areas of special ecological or habitat value and supports a wealth of species of flora and fauna, some of which have legal protection. There is a pressing need to maintain and enhance our rich and varied biodiversity, particularly in the light of climate change, and the gradual loss of species and habitat that has taken place in the UK over several decades.

**2.43** The recently passed Environment Act 2021 introduces various changes to the legal framework for a range of environmental matters and sets out requirements for new development. The Act will require that new development both minimises any impacts on biodiversity and habitat and ensures that measurable biodiversity net gains are delivered. This will have very significant implications for biodiversity. This presents a challenge for the Local Plan 2040 in meeting these new requirements along with responding to evolving legislation.

**2.44** There will be opportunities for the Local Plan 2040 to encourage nature and increased biodiversity within many of our landscapes, streets, public spaces, parks, leisure facilities and open spaces. This will not only have benefits for ecological reasons but also for the health and wellbeing of our communities, and in helping to contribute towards climate change resilience and mitigation<sup>11</sup>.

**2.45** The Local Plan 2040 will recognise the importance of local biodiversity as set out in the Environment Act 2021. Enhancement of resilient ecological networks, including all forms of green and blue infrastructure will be supported. Existing designated habitats need to be preserved, protected from harm and relieved of recreational pressures in order to support and maintain biodiversity.

<sup>11</sup> For example, Building with Nature set out a standard and good practice for delivering greater biodiversity, wildlife and nature within new development and green infrastructure, see <http://www.buildingwithnature.org.uk/about>

## Health, Wellbeing, Culture, Leisure and Recreation

*Encourage active lifestyles and enhance health and wellbeing, by providing opportunities for recreational, cultural and community activities, through the provision of open spaces, access to the countryside, sports, leisure and other community facilities and services. Work with the Council's partners to secure access to healthcare for all, including the Borough's most vulnerable residents.*

**2.46** Health and wellbeing in Test Valley is generally better than the national average, although there are some variations across the Borough. The importance of our health and wellbeing has been heightened due to the Coronavirus pandemic.

**2.47** As a whole, the Borough is not deprived, ranking in the 20% least deprived areas in the country<sup>12</sup>. The Borough has an ageing population with 22% of the resident population estimated to be aged 65 and over<sup>13</sup> compared to the national average of 19%. This will increase pressure on health and social care infrastructure. This is not just a local challenge but a national one too. Supporting our ageing population will require places that are accessible to all and ensure people living in our community have access to the services and facilities they need to reduce social isolation.

**2.48** Test Valley has a vibrant range of arts, cultural and leisure facilities, theatres, galleries, museums and other amenities. Our towns, villages and rural communities host a variety of cultural and creative events which benefit the lives and wellbeing of our residents. The Council's support for cultural and arts provision in the Borough is valued by our communities.

**2.49** Access to open spaces, the countryside, recreational and sports provisions is important to residents, and the pandemic has further highlighted how vital these provisions are to mental and physical health and wellbeing. The Council's sports and pitch strategies and public open space audits<sup>14</sup> provide detailed evidence about our sports and recreational infrastructure, needs and requirements. There is an opportunity in the Local Plan 2040 to protect and facilitate enhancement of these provisions.

**2.50** Various emergency provisions and services (including the police and fire brigade) are also essential to the safety, health and wellbeing of our communities and need to be planned for. These are forms of social and health infrastructure that contribute to the social sustainability of the Borough's settlements and communities.

**2.51** The Local Plan 2040 will help to encourage and facilitate healthy lifestyles. The delivery of health infrastructure will be reliant on partnership working with many other stakeholders, in particular Clinical Commissioning Groups, Hampshire County Council, the National Health Service.

### Design

*Deliver safe, attractive, integrated and well-designed environments that take account of and respond positively to local context and character. Strengthen the sense of belonging and identity within Test Valley by supporting enhancements to the distinctive towns and villages of the Borough. Place-making will be integral to our design approach, helping to strengthen our connections between people and place.*

<sup>12</sup> 2019 Indices of Multiple Deprivation assessment, MHCLG  
<sup>13</sup> 2019 data

<sup>14</sup> The Public Open Space Audit, Playing Pitch Strategy, and Sport Facility Strategy are available at: <http://testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-leisure>

**2.52** Test Valley benefits from a rich variety of landscapes, towns, villages and buildings. Development will need to respect and enhance our built and natural environment for future generations to enjoy, whilst contributing to the delivery of healthy, inclusive, and attractive, places. Design plays a key role in tackling these challenges and delivering development that can support and celebrate nature and biodiversity, enhancing and creating high quality accessible places for those who live and work in them and in countering climate change through creating buildings that are durable, flexible and built for life.

**2.53** In recent years, national policy and guidance has attached increasing weight to the role of good design in planning. The National Design Guide, National Model Design Code and recent reports of the Building Better, Building Beautiful Commission all set out guidance on how to ensure high quality design. This includes through the use of design principles and standards in planning policies and decision making, including through the use of design codes, masterplans and design briefs.

### *Housing*

*Provide a range of homes that are fit for purpose and designed to meet the needs and aspirations of different groups within the community, including a range of affordable housing and homes that meet the needs of an ageing population.*

**2.54** National policy requires local housing needs to be planned for within local plans, based on the nationally set 'standard method'. For Test Valley, the local housing need figure is currently 541 homes per annum, which provides the minimum housing need to be identified in the Local Plan 2040. The identification of an appropriate and continuous supply of land for new homes to meet our needs will need to be provided in the Local Plan 2040. A further challenge for the plan is to ensure it offers a resilient strategy to

enable delivery of a continuous supply of homes over the plan period as a whole.

**2.55** Test Valley has an ageing population. There are affordability issues and housing needs vary in the north and south of the Borough. Meeting a range of housing to meet the needs of our communities is a key challenge for the Local Plan 2040.

### *Economy, Employment and Skills*

*Promote a vibrant and resilient local economy, including the visitor economy, where future sustainable growth and innovation in green, high technology and other sectors can provide for a range of job opportunities and where businesses and individuals can thrive. Support a skilled and diverse workforce so that local people can access learning opportunities and jobs and benefit from greater prosperity.*

**2.56** Test Valley is part of a wider sub-regional and regional economy. The Borough has benefited from economic growth in recent years. Employment floor space has increased significantly, contributing to meeting both a local and sub-regional need. We have delivered approximately 36 hectares of employment land between 2015/16 and 2020/21. Recent delivery has been strong however the impact of the Coronavirus pandemic nationally on our economy is still unclear going forward.

**2.57** To support economic sustainability in the local and sub-regional economy, it is important that employment land, including a varied supply of high-quality premises is provided to meet our needs. An opportunity for the Local Plan 2040 will be to seek to build on the current strengths in the local economy and facilitate appropriate future levels of provision at the most suitable and sustainable locations. A challenge is to provide skilled employment and suitable training opportunities, to suit the evolving needs and demands of the local and regional economy, for local people. This

will support our communities in providing job opportunities and provide businesses with access to the skilled labour they require.

- 2.58** The Local Plan 2040 will need to take account of the trends in the knowledge-based, green, and higher technology industries, the role of our rural businesses and the visitor economy, and growth in more flexible working, including working from home. This will help our economy and workforce to be prepared to adapt and benefit from future opportunities.
- 2.59** Our key partners in supporting economic development and employment opportunities will play a key role in helping to deliver this objective. The Council will continue to work with the Enterprise M3 Local Enterprise Partnership (EM3 LEP), Hampshire County Council, the Partnership for South Hampshire (PfSH) and other agencies to meet our needs and support business growth.

### *Transport and Movement*

*Encourage active and sustainable modes of transport, that are accessible, safe and attractive to use, whilst also seeking to reduce the impact of travel in particular by private car. Ensure new development facilitates improvements to accessibility, safety and connectivity in our transport infrastructure.*

- 2.60** An efficient and integrated transport network is important to help deliver sustainable economic growth, to reduce congestion, and to enable residents and visitors to enjoy good access. Test Valley is well placed in this regard, enjoying a good strategic road and rail network, access to local airports and ports and a wide range of local bus services. However, some of our rural areas, have limited access to public transport. Car ownership in the Borough is higher than the UK average and most journeys in Test Valley are made by private car.

- 2.61** It is anticipated that transport and movement will evolve in response to the challenges presented by climate change. The transport sector will change dramatically as we approach 2050. In the UK, transport is the biggest contributor to greenhouse gas emissions. By increasing the availability, connectivity and attractiveness of more sustainable modes of transport the Local Plan 2040 can help to contribute to the goal of net zero carbon development.

- 2.62** Facilitating access to public transport, enabling an increase in sustainable movements and use of low carbon transportation along with having large rural areas in the Borough, presents a significant challenge for the Local Plan 2040. Partnership working with key stakeholders will assist in the delivery of this objective including with Hampshire County Council, Network Rail, and public transport providers.

- 2.63** Focusing development in the most sustainable locations can help to reduce the need and impact of travel. It can also promote opportunities for increased use of sustainable modes of transport, including walking and cycling. While walking and cycling infrastructure is improving in Test Valley, including through the Local Cycling and Walking Infrastructure Plans<sup>15</sup> (LCWIPs) currently being prepared by Hampshire County Council and SUSTRANS, it needs further enhancement throughout the Borough.

- 2.64** We are seeking views on our Objectives and whether they reflect the priorities for the Community.

<sup>15</sup> An LCWIP is in preparation for Southern Test Valley, and another will be prepared for the Andover area in due course, to promote a series of priority routes and measures for investment, to seek to deliver better, safer and more attractive cycling and walking infrastructure. See <https://hampshire-lcwips.commonplace.is/about>



# Chapter 3: Spatial Strategy

## Introduction

**3.1** We are committed to ensuring the borough's growth is delivered in the most sustainable way which benefits our communities. The Local Plan's Objectives set out the overarching sustainable priorities to guide the Plan's policies. The spatial strategy sits alongside this by setting out the direction for the location, types and shape of development. It identifies where and what sustainable development looks like for our communities in Test Valley. Key to delivering our spatial strategy is a settlement hierarchy which identifies the sustainability and role of settlements by grouping settlements by tiers.

## Sustainable Spatial Strategy

- 3.2** To ensure the overarching sustainable objectives are at the heart of Local Plans and decision making on planning applications, the National Planning Policy Framework (NPPF) sets out a presumption in favour of sustainable development. As set out in the NPPF, sustainable development is meeting the needs of the present without compromising the ability of future generations to meet our own needs and has three overarching objectives. To deliver this, we must balance these objectives; economic, social and environment, which can be challenging.
- 3.3** The spatial strategy sets out an overarching pattern of sustainable development, taking account of our local needs, and character. It has been informed by evidence, which is set out in the Spatial Strategy Topic Paper.

**3.4** The spatial strategy sets out Test Valley's approach to promoting a sustainable pattern of development:

- It sets out key factors to guide the shape of sustainable development with a focus on ensuring health, high quality design, addressing our changing climate and green networks are at the heart of development
- Identifies the distribution of development in the Borough setting out where we will meet our various needs, ensuring infrastructure is aligned with development and supporting opportunities for local communities to plan to meet their needs.

**3.5** Taken as a whole, the spatial strategy and the plan's policies will balance the delivery of the three sustainability objectives and how we positively deliver the presumption in favour of sustainable development for our communities. Reflecting this, we are not proposing to have a policy in this Local Plan 2040 that sets out the presumption in favour of sustainable development. Rather alongside the national policy requirement, we have expressed what sustainable development looks like for Test Valley in our spatial strategy alongside our objectives. This will ensure there is a golden thread of achieving sustainability throughout the Local Plan 2040.

**3.6** Since our current Local Plan was Adopted in 2016, there has been a significant change in national policy on Local Plans playing a key role in helping to counter climate change, deliver beautiful places, and improve our natural environment. Our Local Plan 2040 objectives identify how we will tackle and address these factors appropriately for Test Valley. The consultation responses received emphasised the importance of addressing these issues for our communities. Therefore, the spatial strategy identifies key factors that reflect this which are fundamental to maintaining and enhancing a sustainable and attractive Borough.

**3.7** Alongside this, the spatial strategy sets out the importance of providing infrastructure and sustainable active travel which will ensure integration of new developments with our existing settlements providing opportunities for healthy and active movements.

### *Spatial Options*

**3.8** The previous Issues and Options document put forward several options for the distribution of development. We have developed these options and undertaken a robust assessment. This is set out in the Spatial Strategy Topic Paper and demonstrates assessment of the sustainability of the options. This includes consideration of alignment with national policy, our corporate priorities, resilience of the strategy to deliver over the plan period and meet our housing needs, and whether it is deliverable reflecting the capacity and character of Test Valley.

**3.9** The assessment resulted in a hybrid of three options presenting the most sustainable option for Test Valley. This has been informed by the Sustainability Appraisal of these options. These options combined, focus on supporting regeneration of Andover and Romsey town centres, supporting growth at our key employment areas along with supporting growth at our larger urban and rural communities throughout the Borough. Overall, this supports focus at our two market towns with a wider distribution of development to a larger number of settlements. Enabling growth at our larger number of settlements including at our rural communities was supported through responses received to the Refined Issues and Options.

**3.10** The market towns of Andover and Romsey are our largest settlements in the Borough, with the widest range and number of facilities. They are at the core of our spatial strategy and will continue to be a focus for development. Central to this, is the regeneration of the town centres through requiring high quality design and providing a mixture of uses to support day

and evening economies which will benefit our communities and attract visitors. The respective Masterplans are delivering this. Development will need to maximise the use of land in the town centres however there will still remain a need to look at greenfield sites at these settlements. The scale of these will be considered through our site assessment work. This will inform the draft site allocations which will be set out at the next stage of the Local Plan 2040, Regulation 18 Stage 2.

**3.11** Significant growth has already taken place at Andover and Romsey in the form of large scale housing allocations, as identified in the current Adopted Local Plan 2029. We will take account of this growth in considering site allocations at the next stage of the Local Plan 2040. There is only one Local Plan allocation outstanding (has no planning permission) at Whitenap, Romsey (1,300 homes). We will also consider how we take forward this outstanding allocation at the next stage.

**3.12** To support and sustain vibrant and healthy communities, the spatial strategy identifies a wider distribution of development than set out in our current Local Plan 2029. The focus is to support an appropriate level of development at our largest range of sustainable settlements where there are key facilities. Much of the Borough is rural with some villages meeting immediate needs. This strategy will support these rural settlements to develop in a sustainable manner. Our rural areas do face challenges in terms of housing supply and affordability, in which this strategy can help to overcome.

**3.13** This strategy aligns with national policy in recognising developments, in particular housing, can support opportunities for villages to grow and thrive. This can improve the broader sustainability of rural communities along with providing benefits in sustaining and enhancing facilities and infrastructure and potentially attracting new ones. Communities already have the opportunity to shape their areas through Neighbourhood Plans, Neighbourhood Development Orders and Village Design Statements. This strategy supports communities in identifying and shaping site allocations to meet their local needs.

**3.14** There is a strong and diverse rural and visitor economy in the Borough and the spatial strategy recognises the need to support this. These types of economies play a crucial role in supporting and sustaining vibrant communities, and the support for a wider distribution of development will enable this to grow, where it is sustainable to do so. In considering site allocations, we will assess whether a balance of homes and employment can be provided in appropriate locations.

**3.15** For the smaller settlements in the rural area, the spatial strategy identifies that development will be enabled where it supports their role.

## *Test Valley Sustainable Spatial Strategy*

Maintaining and enhancing a sustainable and attractive Borough through:

- Reducing our impact on our changing climate and integrating ecological networks and improving biodiversity.
- Providing inclusive growth that creates green, safe, and well-designed places
- Supporting new or improved infrastructure which positively responds to its setting, local needs, and our changing climate.
- Promoting access to the countryside and conserving and enhancing the Borough's diverse landscape character
- Providing developments that promote active travel and invest in infrastructure to enable clean travel that reduces our impact from travel.
- Working with our communities and organisations to deliver this

Delivering vibrant and resilient towns at Andover and Romsey through:

- Promoting the town centres as destinations through delivering well designed, accessible, mixed-use developments with improvements to our public realm, maximising the use of previously developed land, to support the day and evening economies in accordance with our Masterplans
- Being a key focus for sustainable growth along with supporting infrastructure which is integrated with the towns
- Working jointly with Andover Vision and Romsey Future to deliver improvements to the town centres

Sustaining vibrant and healthy communities through:

- Maintaining and enhancing the roles of our larger urban and rural settlements through accommodating development that meets the needs of local communities and supports existing accessible facilities.
- Supporting our strong and diverse economy including the rural and visitor economy.
- Development being supported elsewhere in the Borough to support the role of smaller rural settlements
- Providing opportunities for communities to be empowered and plan for new development, through neighbourhood plans.

## Next Steps

- 3.16** We are seeking comments on the spatial strategy, and these will be taken into account in refining the spatial strategy for the next Local Plan 2040 Regulation 18, Stage 2. This next stage will include our draft site allocations in accordance with this strategy and a series of more detailed policies, as part of the Development Management policies. We have published our Strategic Housing and Economic Land Availability Assessment 2021 (SHELAA) which provides our baseline for our site assessment process. We are seeking for any additional sites or further evidence on the sites already identified in the SHELAA to be submitted during the public consultation on this Plan.
- 3.17** Neighbourhood Plans can play a role in delivering the spatial strategy and allocate sites to help meet the Borough wide and local housing need. We are seeking comments on the role Neighbourhood Plans could play in allocating sites, in particular from Town and Parish Councils. If Neighbourhood Plans do play a role in allocating sites, there would still be a role for the Local Plan to allocate sites, in particular for larger scale sites.
- 3.18** We will be considering a mixture and range of sites in our site assessment. We are required by national policy for a minimum of 10% of our total supply of sites of 1 hectare or less. We will need to ensure we meet this requirement in identifying our draft site allocations at Stage 2.

## Settlement Hierarchy

- 3.19** A key part of delivering our spatial strategy is our Settlement Hierarchy. The Settlement Hierarchy identifies and groups together towns and villages based on their sustainability and their role and function. This is identified in terms of the access to services and facilities within each settlement or in nearby larger towns or villages.
- 3.20** The National Planning Policy Framework states that strategic policies should set out an overall strategy for the pattern and scale of development and that the purpose of the planning system is to contribute to the achievement of sustainable development. Sustainable development provides strong, vibrant and healthy communities by ensuring that a sufficient number and range of homes can be provided in appropriate locations, with accessible services and open spaces.
- 3.21** National guidance identifies that settlements with a variety of characteristics can play a role in delivering sustainable development, particularly in rural areas. Test Valley is predominantly rural in nature and has a number of smaller settlements. In rural areas, planning policies and decisions should be responsive to local circumstances, support housing developments that reflect local needs and identify opportunities for villages to grow and thrive, especially where this will support local services. Where there are groups of smaller settlements, development in one settlement may support services in a settlement nearby. National guidance recognises that people living in rural areas face challenges in terms of housing supply and affordability and new housing can be important for the broader sustainability of rural communities.

**3.22** The spatial strategy identifies a distribution of development to support and sustain vibrant and healthy communities. The focus is to support an appropriate level of development at our more sustainable settlements both in urban and rural areas where there are key facilities and services.

### *Settlement Assessment*

**3.23** In order to identify where settlements sit in the settlement hierarchy, we need to undertake an assessment of the sustainability, role and function of our settlements. The more sustainable settlements are located in the higher tiers of the hierarchy as residents are able to access a greater range of services and facilities more easily without the need to travel as far by car. The smaller, less sustainable settlements with fewer facilities are located towards the bottom of the hierarchy.

**3.24** The ranking of each settlement in the hierarchy does not indicate whether there is suitable land for development in that location, or that environmentally it would be appropriate. Although the Settlement Hierarchy is a key policy to deliver the spatial strategy, it sits alongside a number of other policies which collectively will help deliver the spatial strategy.

**3.25** In order to collect up to date information on facilities and services, a Rural Facilities Survey was undertaken. This Survey focused on the rural settlements in the Borough, rather than Andover and Romsey, as the services and sustainability of the towns are established. It gathered information about the existing services and facilities e.g. number of facilities such as a food store, primary school and level of bus service, within the rural settlements at a snapshot in time, in order to assess their sustainability and compare the facilities of different settlements.

**3.26** The survey was sent to all of the rural Parish Councils for them to complete for each of the settlements in their parish. Parish Councils hold the most up to date information on the facilities in their areas. We received 37 responses from our Parish Councils. The Parish Profiles (produced by the Borough Council in 2021), Council officers' knowledge and gathering of desktop information were also used to fill in any gaps. This data was used to establish the list of settlements assessed. A copy of the data collected for each settlement has been provided to the relevant Parish Councils to enable a review process to be undertaken. Further details of the process involved, and the information collated is set out in the Settlement Hierarchy Topic Paper.

**3.27** The survey gathered data on 19 types of facility. To assess the sustainability and role of our rural settlements, we have identified six that provide 'key facilities' to meet the day to day, basic needs of our communities along with the level of public transport service. These 'key facilities' are:

- Food store;
- Public house;
- Primary school;
- Outdoor sports facility;
- Community or Village Hall; and a
- Place of worship.

**3.28** It is important to note that the assessment of the sustainability of settlements is based on a snapshot in time of services and facilities and may be subject to change in the future. We have identified the key facilities that provide the opportunity for our communities to meet their daily needs sustainability. The behavioural patterns of our communities may differ from this. However, we are aware there are other facilities that are becoming much more important to the sustainability of settlements and our communities, including infrastructure to support electric vehicles and superfast broadband. At present, the provision of these is evolving and thus has not been included as a key facility. We will keep this under review whilst preparing the Local Plan 2040.

## Settlement Assessment Outcomes

- 3.29** The towns of Andover and Romsey stand out as being the most sustainable, each with a full range and number of services and a high level of accessibility by public transport. These towns also play a key role in supporting the needs of the wider population in Test Valley and potentially beyond the Borough reflecting the high level of services available. For these reasons the two towns are placed in the tier 1 of the settlement hierarchy.
- 3.30** The next sustainable locations provide a range of facilities and services which are not to the level provided in Andover or Romsey but above that provided in our more rural settlements. They also play a role in supporting the needs of nearby communities including those in adjoining authorities. These are Charlton, Chilworth, Hurstbourne Tarrant and Ibthorpe, North Baddesley, Nursling and Rownhams Shipton Bellinger, Stockbridge, Valley Park, Wellow.
- 3.31** Chilworth does score lower than the other settlements in this tier. However the role and function of Chilworth due to its proximity to the University of Southampton Science Park and neighbouring settlement of Eastleigh, Chandler's Ford and Southampton, justifies it being in tier 2. It benefits from accessing the facilities and services at these neighbouring settlements.
- 3.32** The assessment shows that the more rural settlements vary in the amount and type of facilities that they offer. The settlements that have all 6 key facilities and have a good level of public transport<sup>16</sup> have been identified as our more sustainable rural settlements and are identified in tier 3. Settlements that have five or less of each of the key facilities and have a public transport service have been identified in tier 4.
- 3.33** Other rural settlements within the Borough, which have not been identified in the settlement hierarchy, are considered the least sustainable. These will have limited facilities and services and/or public transport service. Therefore, these settlements are not included in the settlement hierarchy table and are considered as part of the countryside.
- 3.34** There are settlements which benefit from and have access to services and facilities within a nearby settlement. This can have an impact on the sustainability of the settlements. Where this exists, we have grouped these settlements together in the assessment.
- 3.35** The scores of the assessment are provided in the Settlement Hierarchy Assessment but also a summary table is provided at Appendix 1.

<sup>16</sup> A good level of public transport has a medium or high level of bus service as defined in the Settlement Hierarchy Topic Paper. A medium level includes a daily service to a larger town and a high level includes a public transport service half hourly, hourly or includes a journey to and from key work locations

## Spatial Strategy Policy 1 (SSP1): Settlement Hierarchy

Tiers	Settlements
Tier 1	Andover and Romsey
Tier 2	Charlton, Chilworth, Hurstbourne Tarrant and Ibthorpe, North Baddesley, Nursling and Rownhams, Shipton Bellinger, Stockbridge, Valley Park, Wellow
Tier 3	Abbotts Ann, Broughton, Goodworth Clatford, Upper Clatford and Anna Valley, King's Somborne, Longparish, Nether Wallop, Middle Wallop and Over Wallop, West Tytherley
Tier 4	Ampfield, Appleshaw, Awbridge, Barton Stacey, Braishfield, Chilbolton, Enham Alamein, Fyfield, Grateley Station, Palestine and Grateley, Houghton, Kimpton, Leckford, Lockerley, Longstock, Michelmersh & Timsbury, Monxton and Aport, Mottisfont and Dunbridge, Penton Grafton / Mewsey, Plaitford, Sherfield English, Tangley, Hatherden, Wildhern and Charlton Down, Thruxton, Vernham Dean, West Dean, Weyhill, Wherwell
Tier 5	Countryside*

*\*this covers all other settlements outside of the above tiers, e.g. hamlets*

# Test Valley Context Map



Figure 3.1: Settlement Hierarchy Map

## Next Steps

**3.36** We are seeking comments on the proposed Settlement Hierarchy. In particular;

- Whether the identification of existing facilities and services is accurate and up to date, particularly from Parish Councils.
- Feedback on whether the use of the 6 key facilities and levels of public transport service are appropriate to differentiate our rural settlements in the hierarchy
- Feedback on how we have assessed settlements that can access services and facilities available in a nearby settlement due to their proximity.

**3.37** Consultation comments will be taken into account in refining the Settlement Hierarchy for the next Local Plan 2040, Regulation 18 Stage 2. The next stage of the Local Plan 2040 will include our draft site allocations and a series of more detailed policies, as part of the Development Management policies. Additionally, the settlement hierarchy will evolve to include guidance on the level, type and scale of growth appropriate at each of the tiers in the hierarchy.



# Chapter 4: Strategic Policy Framework

## Introduction

- 4.1** Alongside our spatial strategy there is a need to set out a strategic policy framework to guide development reflecting our economic, social and environmental priorities for Test Valley. These strategic policies deliver our priorities as set out in our objectives. They address the regeneration of our town centres, the need to counter climate change, delivery of high quality development, conserving and enhancing Test Valley’s high quality natural, historic and built environment. These combined will enhance the quality of life for our communities.
- 4.2** Not all strategic policies have been set out at this stage of the Local Plan 2040. We consider it would be premature to draft strategic policies where our evidence has not been completed or where national policy is significantly evolving. We will be able to take account of this when we draft these policies for the next stage of the Local Plan 2040, Regulation 18 Stage 2.

## Climate Emergency

- 4.3** Climate change is one of the biggest challenges we face. It has implications from an international to local level, and cuts across social, environmental and economic themes. Not only do we need to think about how to significantly reduce greenhouse emissions (referred to as mitigation) but also to ensure we adapt, counter and are resilient to future conditions.
- 4.4** The planning system has an important role to play, as is recognised in the national Net Zero Strategy<sup>17</sup> and the NPPF. Climate change is a key theme running through the Local Plan 2040 in order to ensure it contributes to achieving the commitments at a national level.
- 4.5** There is a duty<sup>18</sup> for Local Plans to include policies that are designed to secure development and use of land that contributes to the mitigation of, and adaptation to, climate change. The Climate Change Act 2008 sets out the legal framework for emissions reduction, as well as the mechanisms for identifying and acting on the risks of a changing climate.

17 Net Zero Strategy: Build Back Greener, Department for Business, Energy & Industrial Strategy, 2021.

18 Section 19(1A) of the Planning and Compulsory Purchase Act 2004 (as amended)

It establishes that by 2050 the UK's net emissions need to be 100% lower than the 1990 baseline. Therefore we need to be at net zero emissions by this date and the Council are seeking to do this sooner. That means that the amount of greenhouse gas emissions produced is balanced with the amount removed from the atmosphere.

**4.6** Carbon budgets are established to act as stepping stones on the journey to net zero<sup>19</sup>. Therefore before the end of the plan period (2040) there will need to have been significant changes in the way buildings (including homes) are designed, heated and powered; the way we travel; the way our economy operates; and how we use the environment around us.

**4.7** National data on carbon dioxide emissions<sup>20</sup> indicates that the average emissions per person occurring in Test Valley are higher than the equivalent figures for Hampshire and England, particularly in relation to transport sources. In part, this will reflect the rural nature of the Borough.

**4.8** In broad terms, climate change is anticipated to result in a greater chance of warmer, wetter winters and warmer, drier summers across the UK in the future. It is also expected to result in more extreme weather events, including heatwaves, droughts and storms, along with increased incidence of flooding. Test Valley has experienced flooding events, including in 2014 when multiple areas within the Borough were affected. The Borough is also within an area of serious water stress<sup>21</sup>, when considering the needs of the environment and for public water supplies. Additional risks identified at a national level, include implications on health and wellbeing, biodiversity and ecosystems, and food production<sup>22</sup>.

**4.9** The NPPF sets out some of the ways that the planning system can support the transition to a low carbon future in a changing climate, such as through shaping places in ways to contribute to radical reductions in emissions, minimise vulnerability and improving resilience. The NPPF has recently been updated, with further changes expected in relation to climate change. The preparation of the Local Plan 2040 will need to reflect these changes as they emerge.

### *Test Valley Climate Emergency Action Plan and Evidence*

**4.10** The Council has declared a climate emergency, and in 2020 approved its first Climate Emergency Action Plan<sup>23</sup>. This includes a specific action to ensure that policies in the Local Plan 2040 are written to facilitate the move towards carbon neutrality. The Council is committed to working with communities and partners to reduce emissions and support adaptation to the effects of a changing climate. The Local Plan 2040 has a role to play in achieving this.

**4.11** Taking a holistic approach can support wider objectives and maximise other benefits that such actions can deliver. For example, we can also seek to conserve and enhance the environment around us, facilitate the transition to a greener economy and enhance health and wellbeing of those living and working in the Borough. All of these opportunities support the vision and objectives of the Local Plan 2040 and the delivery of the priorities in the Council's Corporate Plan. The approach to the climate emergency is particularly relevant to achieving the objective directly relating to climate change.

**4.12** While much of the context and evidence on the approach to countering, mitigating and adapting to climate change is available at a national level, there are important resources and evidence available on a more local level.

19 For example, for 2033-2037 emissions should have reduced by 78% relative to the 1990 position.

20 UK local authority and regional carbon dioxide emissions national statistics: 2005 to 2019, Department for Business, Energy & Industrial Strategy, 2021.

21 Water Stressed Areas - Final Classification, Environment Agency, 2021.

22 UK Climate Change Risk Assessment, HM Government, 2022.

23 Available: <https://testvalley.gov.uk/aboutyourcouncil/corporatedirection/environmentandsustainability/climate-emergency-action-plan>

**4.13** Some evidence is already available, such as the Renewable and Low Carbon Energy Study<sup>24</sup> and a companion assessment of landscape sensitivity in relation to wind and solar developments<sup>25</sup>. Additional evidence will be collated as part of the preparation of the Local Plan 2040. This includes the updating of evidence in relation to flood risk, to include consideration of risks when accounting for climate change and may also include an additional assessment of the implications of the proposals of the Local Plan 2040 overall.

**4.14** Key local strategies, policy and evidence in relation to climate change include, but would not be restricted to:

- Strategic Flood Risk Assessment (currently being updated). The Council is currently working with other authorities in south Hampshire to update evidence in relation to flood risk, to include consideration of risks when accounting for climate change.
- Policies, strategies and guidance on flood risk, including the Lead Local Flood Authority's Local Flood and Water Management Strategy<sup>26</sup>
- North Solent Shoreline Management Plan (2010)<sup>27</sup> provides the strategic policy approach for the management of the coast, including in relation to coastal flood risk and erosion risk, for a 100-year period. A small area of the Borough, in the vicinity of Nursling, has a strategic policy approach of 'no active intervention'. These means that the coastal areas would be allowed to change and evolve naturally.

- Policies and strategies on water management, including abstraction licensing strategies and water resource management plans.
- Renewable and Low Carbon Energy Study and associated assessment of landscape sensitivity in relation to wind and solar developments. This work provides the evidence to inform future planning policies on renewable and low carbon energy developments within the Borough. It includes consideration of the potential for a number of different types of renewable energy resources within Test Valley.
- Local Transport Plan (currently being reviewed by Hampshire County Council<sup>28</sup>). The work to date on the new Local Transport Plan highlighted climate change, both in terms of reducing emissions and ensuring a resilient and reliable transport network, as a key theme.
- Local Ecological Network. The Hampshire Biodiversity Information Centre (HBIC) has prepared a local ecological network on behalf of the Hampshire and Isle of Wight Local Nature Partnership. This mapping can help to identify opportunities to conserve and enhance the biodiversity and ecological connectivity. This mapping will be kept under review.

### *Delivering a Net Zero Carbon Future*

**4.15** The priority of countering climate change by significantly reducing our carbon emissions and ensuring resilience to anticipated future changes, is a key matter for the Local Plan 2040 and it is appropriate to set out a strategic approach. This will also help to set the framework for more detailed policies that will be presented at the next stage of the Local Plan 2040, Regulation 18 Stage 2. This policy also needs to be read alongside other policies and proposals within the Local Plan 2040.

24 Test Valley Renewable and Low Carbon Energy Study, LUC & CSE, 2020.

25 Both available at: <http://testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-environment>

26 Available: <http://www.hants.gov.uk/landplanningandenvironment/environment/flooding/strategies>

27 Available at: <http://www.northsolentsmp.co.uk/> - policy unit 5C13 (Lower Test Valley) falls within the Borough

28 For more information, see: <http://www.hants.gov.uk/transport/localtransportplan/visionsandoutcomes>

- 4.16** It is essential that all development is designed so as to minimise greenhouse gas emissions, this spans from the location of proposals to the way it is constructed, how it operates and is used throughout its lifecycle. Development will need to be ready for net zero and reduce the needs for retrofitting to achieve this. This relates to new development, the infrastructure that serves it, and the wider environment (including the effective use of land and resources). There is also an opportunity to ensure the links between climate and ecological considerations are accounted for, so as to ensure that new development is planned and designed recognising these connections.
- 4.17** The energy hierarchy advocates an approach where the reduction in demand for energy (including for heating, cooling and lighting) is prioritised; followed by ensuring that energy is used and supplied efficiently; then looking at renewable and low carbon energy sources to meet the resultant energy needs. Opportunities should also be explored to manage peak energy loads. The energy hierarchy should inform the design, construction and operation of new development. Offsetting any residual emissions should be a last resort, after the energy hierarchy has been followed.
- 4.18** In reducing demand for energy (including in relation to heating and cooling), a ‘fabric first’ approach should be taken. Ventilation and ways to manage the potential build-up of heat will need to be considered alongside energy and thermal performance. As part of the next step in preparing the Local Plan 2040 we will be considering options for energy performance standards for buildings, with more information set out below on this.
- 4.19** The transport sector is a key source of the carbon dioxide emissions occurring within the Borough. The planning system has a role in promoting more sustainable travel, including through the location of new development and the infrastructure that is secured to support it. Therefore, it is also appropriate to be recognised within the strategic approach to climate change.
- 4.20** The Government has made announcements about the timing of phasing out petrol and diesel vehicles<sup>29</sup>, however there is also a need to reduce travel overall and increase the share of journeys undertaken by walking, cycling and public transport.
- 4.21** The location of development<sup>30</sup>, the way developments are planned (including the mix of uses proposed), laid out and designed, and the infrastructure that supports them, all have the potential to affect transport and travel related emissions. This includes through the patterns of development that enable the prioritisation and encouraging of walking, cycling and the use of public and / or community transport; ensuring appropriate connectivity within and beyond sites; and seeking to minimise the need for unnecessary travel by private vehicles.
- 4.22** It is vital that development, along with the associated facilities and infrastructure that supports it, is designed to be resilient for its anticipated lifecycle, not just the short term. A key consideration will be accounting for the implications of the changing climate, but regard also needs to be had to designing in flexibility for changing needs and changing technologies.

<sup>29</sup> Net Zero Strategy: Build Back Greener, Department for Business, Energy & Industrial Strategy, 2021.

<sup>30</sup> This includes in relation to access to facilities and services, as well as public and community transport links.

- 4.23** Development needs to be designed to respond to locally important matters, such as water management (including the efficient use of water and flood risk), as well as those issues that are likely to apply more broadly, such as risks of overheating.
- 4.24** When designing proposals to avoid risks of overheating (indoor and outdoor), careful consideration will need to be given to the layout, orientation, and design of proposals; the materials used; and the provision or enhancement of green infrastructure and other means of providing shading where appropriate. Where relevant, passive ventilation (and cooling)<sup>31</sup> should be prioritised alongside minimising excess heat generation.
- 4.25** The approaches taken should avoid increasing energy use and greenhouse gas emissions. Where possible, nature-based solutions<sup>32</sup> should be utilised, including in relation to water management.
- 4.26** Green infrastructure can deliver multiple functions, including storing carbon, providing cooling and shading, helping manage flood risk (including through sustainable drainage systems), conserving and enhancing biodiversity, and supporting opportunities for improvement to health and wellbeing. In considering green infrastructure and how it integrates into new development, regard should be had to its extent, quality, the level of connection to the network, and the functions it is delivering.
- 4.27** Ecological networks form part of the green infrastructure network but also need to be considered in their own right. Such networks are important to help conserve biodiversity, enable migration and dispersal of species, and potentially play a role in enabling habitats and species to respond to a changing climate. Factors that will need to be considered in seeking to conserve and enhance coherent and resilient ecological networks, include scale, quality and connectivity. Further detailed policies on the approach to biodiversity, including ecological networks and delivering biodiversity net gain, will be set out in the Local Plan 2040 Regulation 18 Stage 2, which will also take account of the implications of the Environment Act 2021.
- 4.28** The promotion of the sustainable use of resources and a circular economy<sup>33</sup> can also be a means of reducing greenhouse gas emissions that are embodied through their production, during construction processes, and at end of life (seeking to maximise opportunities for waste products to be seen and used as a resource). Additionally, land should be used effectively, reflecting on the opportunities and benefits available through appropriate mixed or multi-functional uses, including how proposals are laid out, and taking account of local character. Developments will need to be designed and planned to take these matters into account. Views would be welcome on approaches for demonstrating how such factors can be taken into account in designing proposals.

<sup>31</sup> Also known as natural ventilation, this approach seeks to avoid the use of mechanical system to provide adequate ventilation levels.

<sup>32</sup> Nature based solutions involve the restoration of ecosystems for the long-term benefit of people and nature, this could include natural floodplain management, and habitat restoration that may have consequential benefits for carbon storage.

<sup>33</sup> A circular economy seeks to design out waste, by keeping products and materials in use, including through reusing, repairing and recycling as much as possible.

## Strategic Policy 1: Countering Climate Change

Development will deliver a net zero carbon future through both mitigation and adaptation to a changing climate. In order to achieve this, development will be permitted provided that:

- a) Greenhouse gas emissions have been minimised in line with the energy hierarchy principles, including reducing energy demand and utilising renewable and low carbon technologies;
- b) Opportunities have been taken to maximise the potential for active and sustainable travel and minimise unnecessary travel;
- c) The development, including associated facilities and infrastructure, is designed to be adaptable to changing needs, technologies, and a changing climate;
- d) It is designed to provide appropriate resilience and reduce vulnerability to extreme weather conditions (including drought), flooding and overheating, and makes efficient use of water;
- e) It conserves and enhances coherent and resilient ecological networks and green infrastructure networks, while delivering net gains for biodiversity; and
- f) Appropriate opportunities have been taken to use or reuse land efficiently, minimise the use and promote the sustainable use of resources and promote a circular economy.

### Next Steps

**4.29** We are seeking comments on this policy. As noted above, it is anticipated that the next stage of the Local Plan 2040, Regulation 18 Stage 2, will include a series of more detailed policies that will support the overarching approach, as part of the Development Management policies. Additionally, the above policy on the approach to climate change is likely to evolve as the Local Plan 2040 develops, as changes in national policy or guidance are likely.

**4.30** Detailed policy matters that are likely to be set out at the next stage are summarised below:

- Application of the energy hierarchy, potentially including through energy performance requirements for new development.

- Policies relating to applications for renewable and low carbon energy proposals, including supporting infrastructure – this could include criteria-based policies, the identification of suitable areas for specific technologies, and / or other policy approaches.
- Policies relating to managing movement and sustainable travel, including regarding walking, cycling and public transport, as well as parking and storage provisions including securing electric vehicle charging infrastructure where new parking is to be provided<sup>34</sup>. This is also likely to include our approach to securing travel plans for specific developments.

<sup>34</sup> In relation to electric vehicle charging infrastructure, the policy approach may depend on provisions introduced through other mechanisms. It is recognised that the Government has announced that legislation will be introduced requiring new homes and buildings to install electric vehicle charging points from 2022.

- The approach to conserving, enhancing and / or providing high quality green infrastructure; conserving and enhancing ecological networks; securing biodiversity net gain; tree retention and potentially tree canopy cover; prioritising nature-based solutions where possible.
- Policies relating to the efficient use of water and the approach to flood risk (to include all types of flooding, the application of the sequential and exception tests referred to in the NPPF, and the use of sustainable drainage systems).

**4.31** A key part of improving the energy performance of buildings is the increase in requirements set out in Building Regulations. The Government has announced proposals to increase the requirements of Building Regulations, working towards the Future Homes Standard and Future Buildings Standard. The Future Homes Standard is due to be in effect from 2025, with an interim increase in energy performance standards coming into effect in 2022.

**4.32** At present, local authorities have the opportunity to introduce energy performance standards that exceed Building Regulations. Such policy options would be considered as part of the preparation of the next stage of the Local Plan 2040 Regulation 18 Stage 2. Any such policies would be likely to focus on the intended outcomes, rather than specific technologies or approaches. This could include the use of recognised benchmarks or design frameworks / standards. The focus on outcomes gives greater flexibility as we see innovations in technologies and solutions for reducing emissions, as well as recognising that the options available may depend on the specific proposal.

**4.33** As the preparation of the Local Plan 2040 progresses, we will be considering whether energy masterplans, whole lifecycle carbon emission assessments, or similar statements would be required in conjunction with certain scales or types of development to demonstrate how this policy has been satisfied. Views would be welcome on taking this approach.

**4.34** It is recognised that some of these policy proposals may increase costs for delivering development. National planning policy and guidance sets out the approach to considering viability. A viability assessment of the Local Plan 2040 will be undertaken to ensure policies are deliverable. We will also be seeking to ensure that climate change considerations have been embedded throughout the Local Plan 2040 to ensure we counter climate change as much as possible and taking account of the legal duty on this matter.

## Environment

- 4.36** Our community places great value on the protection and enhancement of the Borough's environment including our landscape, countryside and biodiversity. Test Valley's built and natural environment is rich and varied, with parts of the Borough being of international wildlife importance, national landscape importance and important heritage value.
- 4.37** Central to the Local Plan 2040 is to conserve and enhance our environment and is key to the delivery of the environmental objective in achieving sustainable development. Ensuring high environmental standards and addressing wider environmental concerns, particularly in relation to climate change, cuts across the whole of the Local Plan 2040.
- 4.38** The recently enacted Environment Act 2021 (November 2021) introduces various changes to the legal framework for a range of environmental matters. It makes provisions for targets, plans and policies for improving the natural environment; including improvement to environmental protection regarding waste and resource efficiency; air quality; water; nature and biodiversity conservation.
- 4.39** The Act introduces a system of mandatory Biodiversity Net Gain (BNG) in relation to certain planning applications (a minimum of 10% net gain on new schemes). This is over and above the consideration of potential effects on habitats and species of importance. Details on the application of BNG are still to be refined<sup>35</sup>, including how they relate to sites of different scales. It will be essential that Biodiversity Net Gain is considered from a very early stage of development, including consideration of opportunities to meet this requirement on-site where this is appropriate to do so.
- 4.40** There will be lots of legislation that evolves as a result of this Act which the Local Plan 2040 will need to be in accordance with. We have not included strategic policies on environmental matters at this stage of the Local Plan 2040 to reflect the need to appropriately take account of this recent Act and emerging legislation. We will be drafting strategic and detailed development management policies on the environment in the next stage of the Local Plan 2040, Regulation 18, Stage 2.
- 4.41** The key environmental topics which will be addressed further in the next stage of the Local Plan 2040, are as follows:
- Landscape: we will need to think about our approach to the protection and enhancement of our valued landscapes. This includes the design of new development to ensure it is in keeping with the character of the local landscape, with regard to its location, siting and design. This includes the approach to conserving and enhancing the North Wessex Downs Area of Outstanding Natural Beauty (AONB) and the setting of the New Forest National Park.
  - Local Gaps: we will need to consider whether we need local gaps to help conserve the identity and character of communities by retaining space between settlements. We know there is strong support for local gaps from our communities however concern was also raised as to whether they were necessary. If local gaps are to be included, we would need to robustly justify the principle and location as national guidance does not contain specific requirements for local gaps. This includes whether we define boundaries or criteria approach for all development to adhere to.

<sup>35</sup> Biodiversity Net Gain requirements through the Environment Act 2021 are likely to come into effect in autumn 2023, in line with transition arrangements within the legislation.

- **Green Infrastructure:** we will need to consider our approach to the conservation and enhancement of our network of green infrastructure ensuring the multi benefits are maximised for our communities and the environment. We will need to consider the role Green Infrastructure can play in helping to adapt to our changing climate and the role of nature-based solutions to restore our ecosystems, such as expansion of tree and woodland cover.
- **Public Open Spaces:** we will need to think about our approach to the protection, enhancement and increased provision of public open spaces (including for indoor and outdoor sport) as a result of new development.
- **Local Green Spaces:** we will need to consider the role of the Local Plan 2040 in designating Local Green Spaces which are areas that can only be designated in certain circumstances, including that they hold a particular local significance.
- **Biodiversity:** we will need to consider our approach to development minimising impacts on biodiversity and habitats, as well as ensuring the delivery of Biodiversity Net Gain. In addition, we will set out our approach to maintaining and enhancing networks of habitats and the Local Plan's role in contributing to the Nature Recovery Network (NRN) and Local Ecological Network<sup>36</sup>.
- **Protected Sites, Habitats and Species:** we will need to consider our approach to the conservation, enhancement and integrity of internationally, nationally and locally designated wildlife sites, together with ancient woodland, protected species, and priority habitats and species. In some cases, this will be based on joint work with other local authorities and partner organisations. Examples include how we are addressing the issues of excess nutrient inputs (notably nitrogen) from new development into the Solent, and in relation to pressures on the New Forest and Solent from recreational use as these affect internationally designated sites.
- **Water Management:** we will consider our approach to planning for the provision of appropriate future water supply and wastewater treatment capacity. This will ensure the necessary water infrastructure can be put in place, whilst ensuring the environment is protected and water quality is conserved. The Council is working with other local authorities on these matters, including as part of PFSH.
- **Historic Environment:** we will need to identify a positive strategy for the conservation and enhancement of the historic environment.
- **Environmental Health:** we will need to consider and address the types of pollution and environmental harm that could arise from development, including land, air and water, as well as noise and light pollution.
- **Minerals and Waste:** we will need to consider the impact of development on minerals and waste planning, which is the responsibility of Hampshire County Council<sup>37</sup>.

36 This has been mapped by the Hampshire Biodiversity Information Centre on behalf of the Hampshire and Isle of Wight Local Nature Partnership. The mapping of the Local Ecological Network, as it relates to Test Valley, can be seen in the Council's Sustainability Appraisal Scoping Report (2020), within Appendix 3.

37 More information available at: <http://www.hants.gov.uk/landplanningandenvironment/strategic-planning/hampshire-minerals-waste-plan>

**4.42** We will need to consider the evidence required to justify our approach on these matters in preparing the next stage of the Local Plan 2040, Regulation 18 Stage 2. We will be undertaking a Habitats Regulations Assessment alongside the preparation of the next stage of the Local Plan 2040 to assess if the Local Plan proposals could significantly harm the designated features of Special Areas of Conservation, Special Protection Areas, and / or Ramsar sites.

## Delivery of Sustainable and High-Quality Development

- 4.43** High quality design has many positive benefits for Test Valley and our communities. Design goes beyond the look of an area, but also how it impacts the way places function and how we feel about them. Well-designed places can help us to positively meet our development needs and take advantage of the opportunities brought by development. It enables our communities to be sustainable, healthy, inclusive, and resilient to climate change.
- 4.44** Good design is a key aspect of sustainable development, it creates better places in which to live and work and creates healthy environments for our communities.
- 4.45** The National Planning Policy Framework advises that Local Plans should set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Strategic Local Plan policies need to set the overall strategy for the design quality of places. Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, such as design guides and codes.
- 4.46** There is growing national emphasis on good design and the role of design in planning, as set in recent guidance, including the National Model Design Code<sup>38</sup> and National Design Guide<sup>39</sup>. These documents provide more detailed guidance on how places can be designed to achieve healthy and sustainable places. These documents set out guidance on the role and principles of design in planning developments, buildings and places and

the use of design codes. It also promotes design that seeks to enhance personal safety and minimise opportunities for crime and anti-social behaviour.

- 4.47** This strategic design policy seeks to ensure development is to a high standard of design and that it reflects the local character of Test Valley. It will be supplemented by detailed Development Management policies on more specific design matters at the next stage of the Local Plan 2040, Regulation 18 Stage 2.
- 4.48** This approach to achieving high quality design was supported by a number of your consultation comments which favoured strong policies which are not too prescriptive; taking account of local distinctiveness.

### *Design Considerations*

- 4.49** The policy incorporates a range of design principles and requirements to guide future development in the Borough. Development will need to respond positively to local context and character through an understanding of the local environment and landscape. This includes the built form, building finishes, materials and styles, street patterns, ecology, history, landscape and land uses. It should also be informed by local and national design guides and the National Model Design Code to demonstrate acceptable and appropriate design principles have been embedded in the proposal.
- 4.50** Test Valley already has examples of well-designed places rich in heritage. Future development will need to reflect this high standard and complement what we already have throughout the Borough. These are the places we enjoy as residents and users and make us feel at home, while others enjoy Test Valley as passers-by and visitors.

38 Available at: [http://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/957205/National\\_Model\\_Design\\_Code.pdf](http://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/957205/National_Model_Design_Code.pdf)

39 Available at: [http://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment\\_data/file/962113/National\\_design\\_guide.pdf](http://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/962113/National_design_guide.pdf)

- 4.51** Improvements to the public realm ensures areas throughout the Borough from our town centres to our villages are well cared for and respected places. Quality public realm can make a difference in whether our communities will want to spend time in a place. By ensuring development adopts approaches with increased natural surveillance, appropriate boundary treatments and cycle and car parking close to buildings they serve could prevent anti-social behaviour and crime.
- 4.52** Ensuring development is resilient to the changing climate is extremely important. Design of places can have a big impact on our carbon emissions. Sustainable design practices will need to form part of the design process, to improve resource efficiency and to reduce environmental impacts. For many schemes, approaches like building orientation for natural heating and cooling, Sustainable Drainage Systems (SuDS), greywater recycling, and tree or other forms of strategic planting can have a positive impact on reducing carbon emissions. Detailed Development Management policies on these approaches, will be considered at the next stage of the Local Plan 2040, Regulation 18 Stage 2.
- 4.53** Development will need to be designed to maximise access to green and outdoor space. Accessing green and blue spaces and being closer to nature can help improve our mental health and wellbeing. The importance of access to the outdoors was highlighted more than ever as we were presented with challenges as part of the Coronavirus pandemic.
- 4.54** The policy requires permeable street layout. This can encourage walking and cycling through providing a well-connected environment. Legibility is critical to the quality of a place by ensuring easy and effective navigation within our communities. It will also be important that development takes into consideration accessibility for those who are less physically able, including those who are partially sighted or blind people and people with dementia.
- 4.55** Achieving healthy places is at the heart of this policy; by shaping the built environment so that healthy activities and experiences can be integral to people's everyday lives. Many factors will influence the long-term health and wellbeing of our communities, including the nature of the places that people live, work and spend leisure time.
- 4.56** A masterplan, design code or design and access statement will be a requirement, to support planning applications for major development. The requirements for design codes and supporting statements will vary, depending on the scale and nature of the development and its location.

## *Strategic Policy 2: Delivering Healthy, Well-Designed Development*

All development will achieve high quality design which will conserve and enrich the character and identity of the Borough's towns, villages and landscape. To achieve this;

- A.** Development will be based on comprehensive design principles, derived from a contextual analysis of the site and its surroundings;
- B.** Development will maintain or enhance the sense of place and distinctive character of the locality, through taking account of the individuality of the Borough's settlements, landscapes, buildings and heritage assets.
- C.** Development will contribute positively to, and not detract from, the distinctive character of the immediate and wider landscape.
- D.** Development will take opportunities, wherever possible, to improve the public realm and minimise opportunities for anti-social behaviour and crime.
- E.** Development will be designed to be resilient to the changing climate by adopting sustainable design practices.
- F.** High quality green and blue infrastructure will provide resilient hard and soft landscaping and integrate biodiversity enhancements.
- G.** The layout of new developments will be permeable and legible allowing for suitable access and movement for all users. Development will need to be designed to prioritise sustainable and active travel.
- H.** Where cycle and car parking infrastructure, utilities and services are required, it will be provided in appropriate and convenient locations for the users and designed to integrate positively.
- I.** Major development will need to take account of, and respond positively to, relevant local and national design guidance and codes. Applicants will be expected to produce a masterplan, design code or design and access statement as part of the planning application depending on the nature and scale of development.

**4.57** Early discussion between applicants, the local planning authority and local community about the design of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community will be looked on more favourably.

### *Next Steps*

**4.58** We are seeking comments on this policy. It is anticipated that additional detailed policies within the next stage of the Local Plan 2040, Regulation 18 Stage 2 will be set out as part of the Development Management policies. This is likely to include:

- The quality of green infrastructure within new development;
- The requirement and standard of private amenity for new development;

- Movement and access requirements;
- More detailed guidance on the role and scope of design codes, masterplans and design and access statements;
- The role of public art;
- The role of the Local Plan 2040 in identifying Building standards; and
- The role of the Council's architecture panel, for determining the design of certain applications.

**4.59** The matter of securing good design and ensuring beautiful places has been a recent priority for the government which could result in more changes, for example to the NPPF. If in the future there are any changes to national policies surrounding design aspects; similarly, should any further design guidance accompanying or making changes to the national design guidance and national model design code be published, these would need to be taken account of.

**4.60** Views on our design approach would be welcome at this stage, in order to help inform our policies in the Local Plan 2040, including whether it sets clear expectations for applicants and developers.

## Andover and Romsey Town Centres

- 4.61** Our town centres have evolved primarily as meeting places for people. They are places for social and economic interaction. The role of town centres is constantly changing to meet the habits and needs of their users. The aim of the Local Plan 2040 will be to ensure that Andover and Romsey town centres remain resilient and sustainable and fulfil their vital functions by being the focal points for their local communities. It is important we listen to our communities who use these town centres.
- 4.62** The greatest impact on town centres over recent years has been changing retail habits. The rise of on-line shopping has largely removed the necessity of town centre shopping. This has been exacerbated and accelerated recently by the Coronavirus pandemic, which forced people to stay at home and avoid crowded places. In recovering from the pandemic, and as a response to the convenience of on-line, town centres are being forced to re-evaluate their broader roles as places of entertainment and enjoyment, where people gather out of choice rather than necessity.
- 4.63** Retail will always be an important core offer, as people will still choose to see and feel some of the goods they are buying. This will however be subject to major consolidation and diversification. The demand for retail floor-space has reduced significantly. Many towns are experiencing significant vacancies in units, and this in itself has a detrimental impact on the attractiveness of centres.
- 4.64** As town centres struggle to attract people, two factors will be critical to address as set out in the two strategic policies proposed:
- The quality and diversity of activity that takes place within our town centres and
  - The quality, attractiveness and accessibility of the place
- 4.65** Activity will include provision for food & drink, culture & entertainment, a diverse evening economy, health & community uses, civic functions as well as a consolidated and fit for purpose retail core.
- 4.66** Place-making will include creating attractive, flexible and safe public realm. This will include focussing on heritage, green spaces, movement, spaces for entertainment and spaces to rest. High quality, sensitive and coordinated design and use of materials, lighting, signage etc. will be essential.
- 4.67** In order to ensure that the town centres remain vibrant and relevant to their intended users it will be important to work with, and listen to all those who will shop, live, work or enjoy leisure time there.
- 4.68** Supporting the role that town centres play at the heart of local communities, by taking a positive approach to their growth, management and adaptation is required by national policy. The Council prioritises town centres in its Corporate Plan. This includes the need for Andover and Romsey town centres to be accessible places where people live, shop, work and spend their leisure time. The Local Plan 2040 will reinforce this and include strategic and detailed policies to safeguard the role of the town centres and enable their ongoing adaptation and improvement.
- 4.69** Romsey and Andover are the two principal market towns in Test Valley and provide a wide variety of existing facilities. Both towns have established partnerships between residents, community groups, businesses and public bodies; these are Andover Vision and Romsey Future. The Council will continue to engage with Andover Vision and Romsey Future regarding the delivery of regeneration.

- 4.70** In 2020, the Council adopted Regeneration Masterplans for both Andover and South of Romsey Town Centres. These masterplans set out ambitious visions for the future of both towns and propose a number of key developments that would ensure the centres remained attractive and sustainable. The delivery of both Masterplans will be a priority for the Council over the plan period.
- 4.71** Two masterplans have been produced respectively for Andover and Romsey which seek to regenerate the town centres. Both have an emphasis on introducing a wider range of mixed uses within the town centres and were informed by extensive public engagement and consultation. We have used these objectives to inform our policies, and we will consider whether further detailed policies are required at the next stage of the Local Plan 2040, Regulation 18 Stage 2.
- 4.72** The objectives of the Andover masterplan are;
- a)** Social and inclusive: A town centre that is relevant to its local community. This is accessible to all, by foot, wheelchair, cycle, bus, rail or car. With a range of health services and community facilities to meet the needs of all its residents. With an affordable and diverse housing mix suitable for the elderly, young people and families.
  - b)** Green and Ethical: A town centre that addresses the climate emergency, helping to increase its biodiversity and eliminate its carbon footprint. That recognises the importance of ethical and local trading. That prioritises walking and cycling and encourages electric vehicles.
  - c)** Creative and Enterprising: Improved facilities and a modern campus for Andover College. A new and improved Lights Theatre in the centre of town, promoting local arts and creative organisations and supporting the evening economy. Sustainable workspace for small businesses and new office space.
  - d)** Unique and Independent: A town centre that values its heritage assets, placing the Guildhall and St Mary's Church at the centre of civic and community life. That 'curate' local markets and events and designs bespoke stalls, seating and public art.
- 4.73** Delivery of the Andover Masterplan has begun. Detailed feasibility and design work is currently underway. This will determine the detailed cost and benefit of the measures put forward in the adopted Masterplan. This will ensure both that the investments are attractive and that the benefits to the local community and economy are safeguarded.
- 4.74** The objectives of the South of Romsey Town Centre masterplan are;
- a)** Make Romsey an attractive, vibrant centre of excellence including green spaces and wildlife corridors.
  - b)** More green spaces in the area to enhance, protect and increase our natural environment, which includes wild animals and plants.
  - c)** Well planned, connected and accessible infrastructure (including travel, access, public spaces, education, tech and business) with good flow for transport and pedestrians to encourage business and tourists.
  - d)** Improved transport infrastructure to encourage a sense of community - with viable options for moving around.
  - e)** Community hub and green spaces that bring people together (across generations).
  - f)** Design an integrated transport and parking plan that includes walking, cycling, public transport and cars and think about all the different kinds of people coming into town (accessible parking, but still encourage bus use, especially by younger people).
  - g)** Lots of things in town centre that are affordable and accessible for all, which everyone living in Romsey knows about and can take part in.

**4.75** Delivery of the South of Romsey Masterplan has begun. Work is underway on the detailed design and costing of the public realm works and linkages that will provide the framework for future development. In addition, feasibility work is being procured for the development of the Bus Station site and the future potential re-provision of Crosfield Hall. These are the first two developments that will need to come forward as a first phase to unlock the remainder of the proposed development sites.

## Andover and Romsey Town Centres Uses Strategic Policy

**4.76** This strategic policy identifies the boundaries for the town centres and primary shopping areas in both Andover and Romsey. It is an NPPF requirement to identify these boundaries, and in doing so, we have reviewed the town centre and primary shopping area boundaries from the current Adopted Local Plan 2029. The town centre boundaries for Andover and Romsey have both been revised to reflect the extent of both of the town centre masterplan boundaries. The primary shopping areas have been altered to reflect where the concentration of shops and other types of town centre uses are in both town centres. The revised boundaries are in accordance with national policy as explained in the Town Centre Topic Paper.

**4.77** This policy sets out the roles and appropriate uses of the three zones identified within our town centres.

- Zone A is the primary shopping area and allows ground floor uses to support the retail core but also other uses to support active frontages and keep the towns busy throughout the day and evening which will improve the vitality and vibrancy of these areas.
- Zone B is the remainder of the town centres (outer town centre) which will support a wider variety of main town centre uses at ground floor level such as offices alongside residential uses.
- Zone C comprises the upper floors across both Zones A and B. There will be flexibility to allow a range of uses similar to the uses in Zone B. These uses are supported at the upper floors in the primary shopping area (Zone A) because it does not impact the active frontage.

**4.78** The policy supports the provision of homes within Zone B and C in the town centres of both Andover and Romsey recognising this can play a role in regenerating our town centres and provide a sustainable location for our residents through having easy access to services and facilities in these towns. This reflects the NPPF which recognises the role of residential development within town centres in ensuring the vitality of centres and encourages residential development in appropriate sites.

**4.79** The policy supports uses which would increase the tourism offer for both town centres, such as cultural and hospitality provision in both the primary shopping area (Zone A) and the outer town centre (Zone B) as this can increase visitor numbers through developing the Town Centres as destinations.

**4.80** The Council will require developments to demonstrate the masterplans have been taken into account. Both masterplans were developed through extensive consultation with the local community and other stakeholders, this should be continued as applications for development come forward.

## Strategic Policy 3 Delivering Development and Regeneration in Andover and Romsey Town Centres

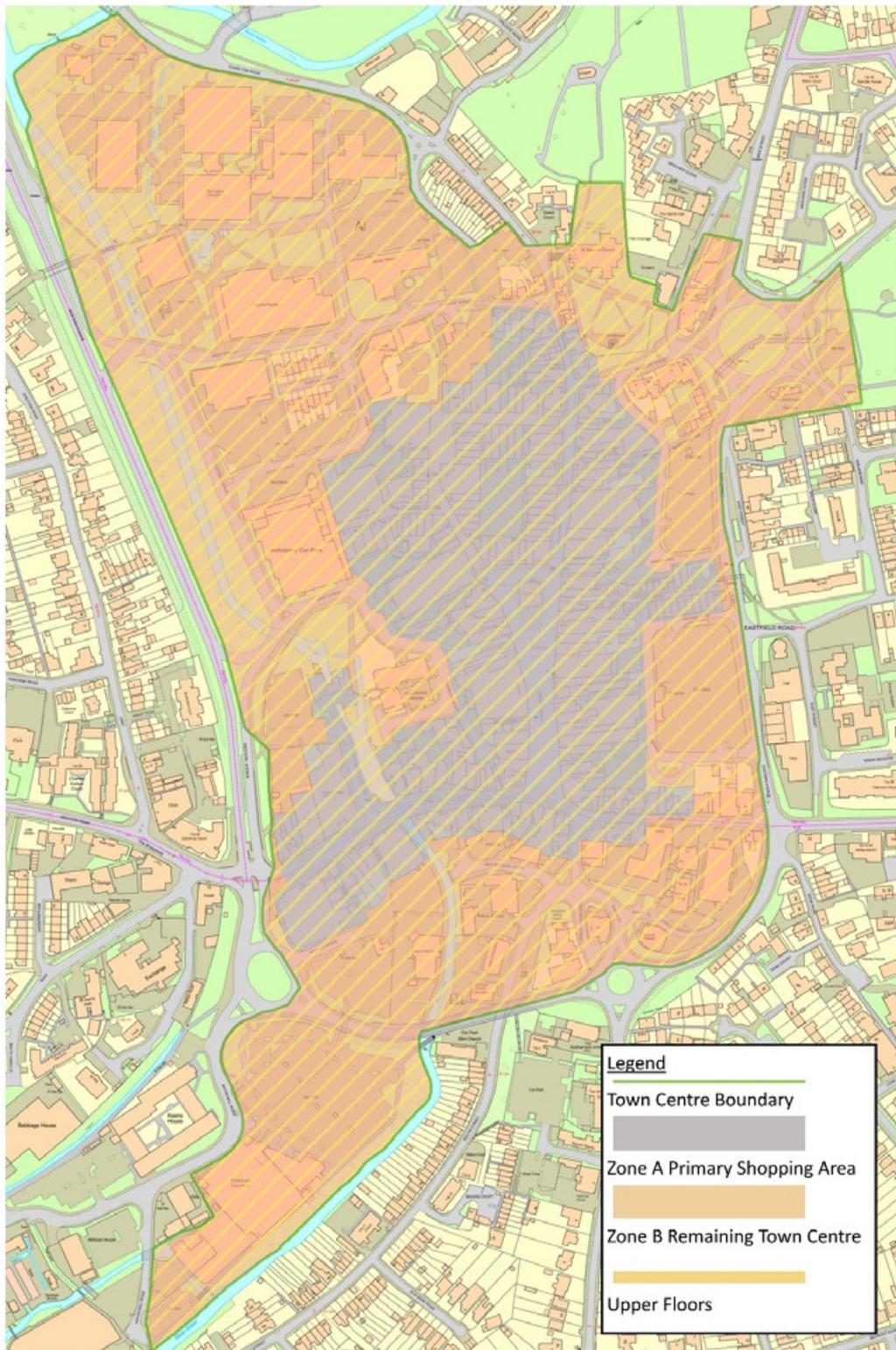
Development will promote an efficient and mixed use of land and buildings within Andover and Romsey town centres. Development will need to be provided in accordance with the Town Centre zones as set out in Table below and Figures 4.1 and 4.2. Development will need to:

- Take account of the respective town centre Masterplan.
- Demonstrate it forms part of the wider comprehensive redevelopment of the Town Centres

### Town Centre Zones and Uses

Zone	Role	Uses
A: Primary Shopping Area ground floor use	Located in the heart of town centres. The maintenance of active street frontages will allow for increased visual engagement, promote activity and increase safety and surveillance.	<ul style="list-style-type: none"> <li>• Retail</li> <li>• Financial and professional services (not medical)</li> <li>• Café or restaurant</li> <li>• Pub or drinking establishment</li> <li>• Takeaway</li> <li>• Hotels, boarding and guest houses</li> <li>• Clinics, health centres, crèches, day nurseries, day centre</li> <li>• Schools, non-residential education and training centres, museums, public libraries, public halls, exhibition halls, places of worship, law courts</li> <li>• Cinemas, concert halls, bingo halls and dance halls</li> <li>• Gymnasiums, indoor recreation</li> <li>• Community Hall or meeting places</li> </ul>
B: Outer town centre ground floor use	Located within the town centre boundary, yet outside of the primary shopping area. More flexible range of uses are considered suitable for inclusion within the outer town centres	<ul style="list-style-type: none"> <li>• All Zone A uses</li> <li>• Offices</li> <li>• Research and development</li> <li>• Residential uses</li> <li>• Indoor or outdoor swimming baths, skating rinks and outdoor sports or recreation</li> </ul>

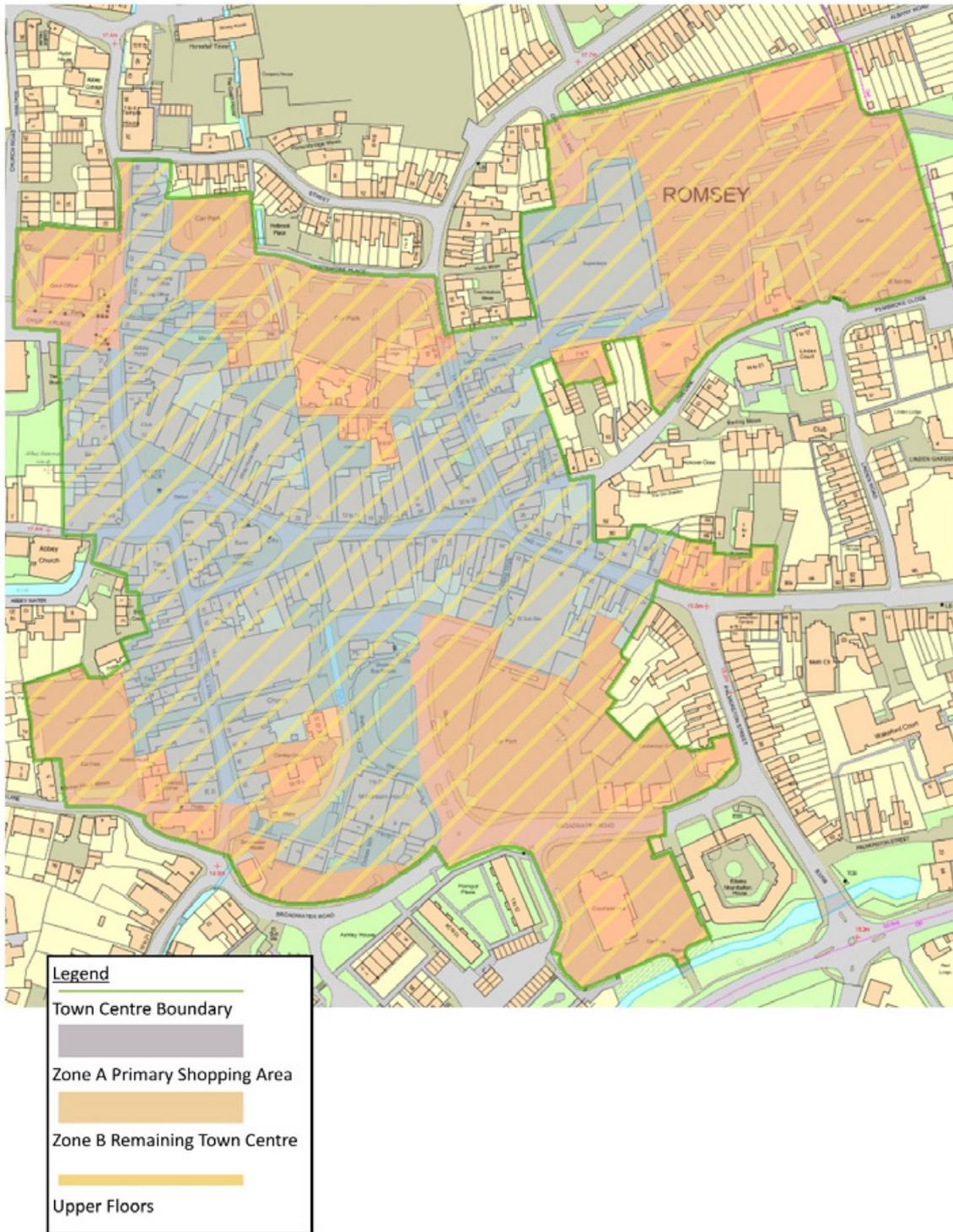
Zone	Role	Uses
Upper floor uses (across zones A & B)	Located on upper floors (above ground floor). Similar to Zone B, a more flexible range of uses are considered suitable	<ul style="list-style-type: none"> <li>All Zone A and B Uses</li> </ul>



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Figure 4.1: Andover Primary Shopping Area and Town Centre Boundary



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Figure 4.2: Romsey Primary Shopping Area and Town Centre Boundaries

## *Delivering High Quality Design in our Town Centres*

- 4.81** To continue to attract visitors and customers to our town centres, it is essential the regeneration creates well designed, attractive centres that are welcoming, vibrant and encourage activity. The effort invested in the design of buildings and public realm in Andover and Romsey Town Centres will help to ensure the long-term resilience and viability of the towns.
- 4.82** This strategic policy will ensure new development in Romsey and Andover town centres will be designed in a sensitive way that both supports and encourages vibrancy while enhancing and protecting the historic and architectural qualities of the Town Centres. Schemes will be required to properly address and make full use of public realm opportunities. This will add value to our town centres and enhance their existing character and heritage assets.
- 4.83** The Council is currently in the process of producing two pieces of guidance for Andover Town Centre:
- Public Realm Design Manual
  - Design Guide for Developers and Occupiers
- 4.84** These two guides will set out detailed principles that the Council will expect to see in order to preserve the integrity of Andover Town Centre. However, we also do not wish to stifle creativity and progress through overly prescriptive design guidance.
- 4.85** The Council will encourage positive engagement in the design process. Where appropriate developers should seek to engage the services of reputable architects and other design professionals.
- 4.86** The historic cores of both Andover and Romsey are each covered by conservation areas. The protection and

conservation of heritage assets and overall character of the town centre is important to encouraging increased visitors through an increased offering. Both conservation areas have recently approved Conservation Area Appraisals and Management Plans which alongside advice from the Council will be essential to ensure there are no adverse impacts on the historic character of the town centre as a result of any new development.

## *Key Design Considerations*

- 4.87** The Borough wide strategic design policy (Policy SP2) will apply to development in our Town Centres alongside this specific strategic design policy. This strategic policy identifies the design considerations that are specific to delivering the regeneration of the Town Centres. The emerging guidance for Andover (Public Realm Design Manual and Design Guide for Developers and Occupiers) will provide detailed guidance on the shape of development.
- 4.88** To demonstrate good design has been a core consideration, there will be a requirement for developers to produce a well-researched and thought-out Design Statement to support planning applications for development within both Andover and Romsey town centres. The Design Statement will show how development will respond positively to its surroundings and how it is informed by its context and local character. This will include the demonstration of an understanding of that context and how the proposed development responds to it in terms of built form, building finishes, materials and styles, street patterns, history and land uses.
- 4.89** Where this policy refers to development, it is only applications for new construction, or which result in a material change to a property that would apply. Applications for a change of use where there are no physical alterations being proposed, would not be required to complete a design statement.

- 4.90** There is an important relationship between well-designed places and the health of local users. Access to nature and green spaces can make a significant contribution to the health and wellbeing of the community. Green spaces are important and provide numerous benefits. Green space, or the greening of urban landscapes through contextually appropriate use of trees or planting can also improve the attractiveness of town centres. The creation of new green space may not be appropriate in all circumstances. For example, in historic town centre streets where the sensitive enhancement of the heritage architecture may be the priority. Advice should be sought from the relevant Council officers before proceeding.
- 4.91** It is important to create and maintain active frontages ensuring visual engagement between those on the street and those on the ground and upper floors of buildings and the front of buildings are facing towards and open onto the street. This has the added benefit of creating natural surveillance onto the public realm and increasing the safety of the public throughout the day and into the evening.
- 4.92** A basic principle of active and attractive public frontages and private and defensible rears should be adopted. Service areas for both residential and commercial uses are essential for the operation of businesses and residences, however these should be hidden from view of the public realm.
- 4.93** With regard to the inclusion or improvement of existing green infrastructure, advice from the Council will be required to provide the necessary guidance as to what sort of planting will be considered appropriate in a given location including new trees and green roofs and walls. It will also be important that such additions are sustainable, and that long term maintenance and management is identified and deliverable.
- 4.94** It is important that public realm improvements and new public art installations are complementary to the character and local distinction of both town centres. Such improvements provide added value to the cultural, aesthetic and economic vitality of a community. The Council's Public Art Strategy<sup>40</sup> provides a framework and will be updated.
- 4.95** New residential uses within town centres, especially those permitted on upper floors within the primary shopping area may be subjected to increased noise which comes with being located within an urban location. The Council is seeking to encourage an evening economy which should be taken into consideration by developers when applications are submitted.

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40 Available at: <http://www.testvalley.gov.uk/communityandleisure/artsandculture/publicart/public-art-strategy>

## **Strategic Policy 4: Delivering High Quality Development in Town Centres**

Town centre development in Andover and Romsey will be of a high quality and will have to take into consideration how it impacts on the existing character and setting of the town centre. In order to achieve this;

- a)** Developers will produce design statements including a contextual analysis of the character area to show how elements including the historic environment, street patterns, building scale, size and placement, architectural styling and building materials have been reflected in their projects.
- b)** Design statements will be produced in accordance with design guides and development briefs produced by the Council
- c)** Contextual analysis will take account of the Andover and Romsey Conservation Area Appraisals and Management Plans. These documents identify views to, from and including, important buildings and landmarks and key views to be protected, listed buildings, architectural style, building materials and details and archaeology.
- d)** Applicants will demonstrate that ground floors use within town centres will maintain attractive, functional and accessible active frontages in order to increase activity and promote a vibrant and safe environment throughout the day and into the evening through increased surveillance.
- e)** Town centre development shall be visually attractive and use high quality materials creating welcoming places and enhance a well-connected, functional and high-quality public realm to minimise opportunities for anti-social behaviour and crime.
- f)** Private amenity spaces and service areas will be well designed to ensure they are fit for purpose and kept functionally separate from public spaces.
- g)** Existing green spaces within the town centres will be improved or enlarged unless any loss can be justified, and alternative provision provided. Contributions will be sought toward the creation of appropriate, sustainable new green spaces or green infrastructure and biodiversity, being integrated throughout the town centre.
- h)** Contributions will be sought toward the production of high quality, strategic, integrated public art which will help to enrich the quality, culture, heritage and vibrancy of town centres. Installations will provide in accordance with the Public Art Strategy.

**4.96** Early discussion between applicants, the local planning authority and local community about the design of emerging schemes is important for clarifying expectations and reconciling local and commercial interests. Applications that can demonstrate early, proactive and effective engagement with the community will be looked on more favourably.

### **Next Stage**

**4.97** We are seeking your views on our strategic approach to Andover and Romsey Town Centres. It is anticipated that additional detailed policies within the next stage of the Local Plan 2040, Regulation 18 Stage 2 will be set out as part of the Development Management policies.

**4.98** Other policy matters that are likely to will be set out at Stage 2 are summarised below:

- Consider whether any site allocations are required to support the delivery of the regeneration of the Town Centres
- Consider policies that minimise the impact from development that is located outside of our Town Centres having a detriment to the role of the Town Centres. This will be in accordance with national policy, in relation to sequential tests and impact assessments.
- Consider whether more detailed design policies are required
- The role of public art and the Public Art Strategy

**4.99** We will also investigate the potential introduction of Article 4 directions to remove certain national permitted development rights in the town centres. This specifically relates to the change from non-residential use to residential use to avoid the diminishing the role of the primary shopping area within Andover and Romsey which could undermine their vitality and viability.

**4.100** Due to the changing nature of town centres and the impact from the Coronavirus pandemic, national guidance and evidence could evolve which will need to be reflected further in our strategic policies as plan preparation continues.

## Delivering Infrastructure

- 4.101** The delivery of infrastructure is important to determine how places are shaped, the environment is enhanced and protected, and how quality of life in existing communities is maintained and improved. It also helps ensure that development has a positive effect on the social, natural and built environment.
- 4.102** Infrastructure is used to describe facilities and services needed by people in order to meet their daily needs and ensure a good quality of life. This includes public infrastructure such as roads, cycle ways, footpaths, schools, leisure centres and areas for recreation. It also includes utilities such as supply and mains connections to water, drainage, electricity and telecommunications to homes and businesses.
- 4.103** New development places additional pressure on existing infrastructure therefore it needs to mitigate its impact. In other words, new development needs to contribute to providing greater capacity to existing infrastructure either through the delivery of new or enhancement to existing services and facilities.
- 4.104** The NPPF requires the Council to align infrastructure and growth by identifying and making sufficient provision for infrastructure to support development over the plan period and mitigate the impact of development.
- 4.105** This Local Plan 2040 will set out how the Borough will develop over the plan period, identifying the number of homes and jobs needed and where they, as well as all other forms of development, will be accommodated. The aim of this policy is to mitigate the impact of development and ensure development has a positive effect, including addressing climate change, and thus it is important that infrastructure is secured alongside development.
- 4.106** Consultation comments highlighted concerns from the community that new development should not increase pressure on existing facilities and services. Infrastructure should be delivered early to support the integration of new development with existing communities.
- 4.107** There are various types of infrastructure. These are broadly grouped into the following categories.
- hard infrastructure that includes connectivity such as pedestrian and cycle routes, roads, telecommunications, electricity and water supply.
  - green infrastructure includes protecting and enhancing biodiversity, green spaces for recreation, access to the countryside and preserving the Borough's landscape.
  - social infrastructure extends to, but is not limited to, sports and leisure facilities, education, community facilities and healthcare.
- 4.108** Of emerging importance is infrastructure that enables climate change to be addressed and carbon emissions to be reduced. Climate change is a key objective for the Local Plan 2040 and signals an evolving picture in the type of infrastructure that will be required as new technologies emerge and national policy on carbon reduction and neutrality is shaped. The Council will seek to secure infrastructure to help residents live more sustainable lives in combating climate change.
- 4.109** The provision of infrastructure has a role to play in protecting and enhancing Test Valley's unique landscape and features such as chalk streams, through the provision of green infrastructure.

**4.110** The delivery of infrastructure can be provided through various means and a range of providers. Developers may be required to provide certain infrastructure directly, such as a community centre, on the development itself. In other cases, it may be appropriate for a financial contribution to be made to the Council to deliver or contribute to the enhancement of infrastructure locally, such as a leisure centre.

**4.111** There are instances where some infrastructure providers will make provision themselves such as water and electricity supply companies. The Council is committed to working with these providers to understand their requirements and align their strategies and plans with the evidence underpinning the Borough's plans for growth and subsequent infrastructure requirements. However, there are other infrastructure providers that are unable to provide specific details on capacity of infrastructure until details of schemes are available at a later stage in the design of a scheme, for example at the planning application stage.

### *Delivering Infrastructure Requirements*

**4.112** This strategic policy sets out our approach to ensuring the timely delivery of appropriate infrastructure to mitigate the impact of development. It encompasses all types of infrastructure in all locations across the Borough. This includes types of infrastructure delivered on-site and off-site and those delivered either by the Council or other organisations through the use of developer contributions or other sources of funding.

**4.113** Alongside on-site delivery of infrastructure and securing monies through developer contributions to deliver infrastructure, the Council does charge a Community Infrastructure Levy (CIL)<sup>41</sup>. CIL is a locally set levy charged per square metre of net additional floor area of new development.

CIL charges vary depending on the type and location of development within the Borough. The purpose of CIL is to mitigate the impact of development or enable development to come forward. CIL will be used towards facilitating infrastructure in line with the Council's corporate priorities.

**4.114** While this policy identifies the strategic approach to infrastructure delivery, further policies regarding our site allocations will need to identify site specific infrastructure potentially detailing their scale, timing and where necessary, how relevant infrastructure should be delivered. This will be set out in the next stage of the Local Plan 2040, Regulation 18 Stage 2.

**4.115** Development will need to provide for the necessary on-site infrastructure and where appropriate off-site infrastructure requirements. Reflecting the scale and nature of some types of infrastructure that the Council has secured, such as Suitable Alternative Natural Greenspace (SANG) land and public open space, the Council need to ensure the long-term maintenance and management are secured to ensure the benefit of the land remains available in the long term. The developer will need to factor these costs in.

**4.116** Infrastructure will need to be phased in tandem with the progress of the build out of the development. This is to ensure that as the development comes into use and occupations increase, there is sufficient and appropriate infrastructure that meets their needs.

**4.117** Some development sites may be required to provide infrastructure of a scale and cost that may affect the viability of the development. We will be undertaking a viability assessment of all of the Local Plan 2040 policies to inform our next Local Plan 2040, Regulation 18 Stage 2 to ensure the policies will not impact the viability of development and are deliverable.

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41 Add reference to CIL Charging Schedule

## Strategic Policy 5: Delivering Infrastructure

To mitigate the impact of development on infrastructure, development will be required to:

- a) Provide for the necessary on-site infrastructure requirements and where appropriate off-site infrastructure requirements;
- b) Directly provide infrastructure and/or a financial contribution which will be secured through a legal agreement;
- c) Provide a suitable mechanism, subject to approval by the Borough Council, to ensure the long-term maintenance and management of infrastructure, such as a financial contribution or a management plan;
- d) Ensure the timely and phased delivery of infrastructure to serve development, especially where new development is dependent on this infrastructure to support it.

### Next Steps

**4.118** We are seeking comments on this policy. It is anticipated that the next stage of the Local Plan 2040, Regulation 18 Stage 2 will include other policies setting out more detail about particular infrastructure types and potentially how they need to be delivered, as part of the Development Management Policies. Also, we will consider whether further strategic policies are required to secure necessary social and green infrastructure.

**4.119** Detailed matters that are likely to be set out in the Local Plan 2040, Regulation 18 Stage 2 are:

- Identification of infrastructure requirements to support our site allocations in delivering sustainable development. This will be identified in our site allocations policies supported by the Infrastructure Delivery Plan;
- Policies on healthcare infrastructure, cycling and walking, education, sustainable transport and connectivity, parking standards, leisure and recreation, green infrastructure, biodiversity and nature recovery, and utilities;

- Policies regarding retention of services and facilities; and
- Further policies may be required that support the delivery of new technologies to enable the move to net zero carbon emissions to combat climate change.

**4.120** Additionally, this policy could evolve as the Local Plan 2040 develops. There were changes proposed to national policy and guidance in the Government's White Paper 'Planning for the Future' in August 2020 regarding how infrastructure is funded. We will keep this under review as we progress the Local Plan 2040.

**4.121** As part of our site assessments, the capacity of existing provision will be assessed alongside identifying the need for new infrastructure to meet the development needs of the Borough. This will be set out in an Infrastructure Delivery Plan (IDP). Working with relevant stakeholders and infrastructure providers is fundamental to the co-ordination, phasing and funding of development and infrastructure.

**4.122** The Council has an adopted Infrastructure and Developer Contributions Supplementary Planning Document (SPD) which is currently being updated. This sets out precise requirements for, or contributions towards, the delivery of infrastructure. On adoption of the Local Plan, this SPD will apply in providing more detailed information on the mechanisms for securing infrastructure however the Council will review whether a further update is required.

## Sustainable Transport and Movement

- 4.123** Encouraging opportunities for cycling and walking in Test Valley, particularly for shorter journeys and as an alternative to car journeys is key to maintaining healthy lifestyles and reducing congestion and carbon emissions. As much of Test Valley is rural, this can be challenging to achieve alongside balancing the need for housing.
- 4.124** National policy requires Local Plans to identify sustainable patterns of growth. This will support promotion of sustainable travel by locating development where transport infrastructure exists or can be delivered and where use of new transport technologies can be enabled. Local Plans should set out policies on how development can be designed to make movement and connectivity sustainable while avoiding or mitigating the impact of traffic on the environment.
- 4.125** It is anticipated that transportation and movement in the South East will evolve considerably over the plan period, particularly in response to the challenges of climate change. It is recognised that in the UK, transport is the biggest contributor to greenhouse gas emissions and the primary vision of Hampshire County Council's emerging Local Transport Plan (LTP4) is a resilient and carbon neutral transport strategy. The County Council will need to work with Transport for South East on any improvements to the strategic network.
- 4.126** There is a shift in emphasis in national policy around how local government can enable infrastructure that supports active travel. The Department for Transport published its vision<sup>42</sup> alongside technical guidance<sup>43</sup>, for better cycling and walking infrastructure that is placed at the centre of transport, place-making and health policies. Hampshire County Council are producing a series of Local Cycling and Walking Infrastructure Plans (LCWIP) for Southern Test Valley and the Andover area. These will identify opportunities for investment to improve local cycling and walking connections and other infrastructure (such as cycle storage) within a specific geographical area to encourage safe and attractive active travel for shorter journeys.
- 4.127** Managing patterns of growth will focus development at our more sustainable, and accessible locations. Our spatial strategy focuses development at Andover and Romsey which have the widest range of facilities along with distributing development across a larger range of settlements in our rural areas.
- 4.128** Sustainable growth in our rural areas can help to sustain public transport services, and other facilities and services, such as shops, through increased populations using these services. This can also reduce the need and impact from travel. As a predominantly rural Borough, getting around by car is likely to be a necessity for many to access work, education, services and leisure facilities. The spatial strategy will ensure development is located where access to services/facilities to meet the daily needs of our rural population can be undertaken by sustainable modes.
- 4.129** The impact of delivering sustainable transport and facilitating active travel cuts across many of the Local Plan objectives and will be referred to in many of our strategic policies.
- 4.130** The Council will continue to work with various stakeholders and partners, to deliver infrastructure. Public transport and highway infrastructure, including pedestrian and cycle links, is predominantly the responsibility of Hampshire County Council, National Highways, and other transport organisations, such as Network Rail. The Council will be working with these organisations to identify infrastructure that is needed to enable the overall levels of need identified in the Local Plan 2040 to be delivered sustainably.

42 Set out in Gear Change – A bold vision for cycling and walking 2020, Department for Transport

43 Set out in Cycle Infrastructure Design – Local Transport Note 1/20, Department for Transport

**4.131** We will be identifying draft site allocations in the next stage of the Local Plan 2040, Regulation 18 Stage 2. Detailed transport modelling will take into account the wider impacts of traffic from development to inform the site assessment and identification of draft site allocations. We will also consider access to sustainable transport that minimises the number and length of journeys. Also, whether new infrastructure is needed or enhancement to existing infrastructure to facilitate more sustainable modes of travel.

**4.132** The next stage of the Local Plan 2040, Regulation 18 Stage 2, will include a series of detailed policies that cover transport infrastructure, movement and connectivity, as part of the Development Management policies. The need for strategic policies on promoting sustainable transport will also be considered reflecting consultation outcomes and the preparation of the detailed policies.

**4.133** Detailed policy matters that are likely to be set out at the next stage of the Local Plan 2040 are summarised below.

- Strategic and site-specific transport infrastructure requirements. This includes the requirements for the regeneration of Andover and Romsey Town Centres and our site allocations.
- Provision and requirements of new technologies that support low-carbon modes of travel. During 2022, electric vehicle charging points, will be required on all new build homes and offices.
- Detailed design requirements for the layout and design of new development, such as segregated cycle ways and pedestrian priority areas, to maximise opportunities for active travel and reduce reliance on the private car.

- Provision and requirements for adequate and safe parking in town centres and within new development with reliable access to charging points for plug-in or ultra-low emission vehicles.
- Detailed parking standards for residential and non-residential development.

**4.134** In addition, we will consider whether there are any proposals that are in the emerging Local Transport Plan 4 or LCWIPs that require inclusion in the Local Plan 2040. We will continue to work with Hampshire County Council on these matters including opportunities to identify and protect sites and routes which could be critical to widen transport choice as well as consideration of the need to retain the Bargain Farm, Nursling Park & Ride facility which is set out in the current Adopted Local Plan 2029.



## Chapter 5: Meeting our Needs

### Introduction

- 5.1** A key part of delivering a sustainable pattern of development, is meeting the development needs of our Borough. National policy is clear that we have to identify a framework for addressing our needs and make sufficient provision to meet this. This will meet our longer term needs for our community. This includes our needs for housing, employment, retail and other uses.
- 5.2** This stage of the Local Plan 2040 identifies our housing needs. It sets out our current position on identifying our employment needs and the needs of the Gypsy, Traveller and Travelling Showpeople communities. We are currently undertaking evidence to identify these needs. We will be assessing whether we need to identify needs for retail, leisure and other uses, for the next stage of the Local Plan 2040, Regulation 18 Stage 2.

### Meeting our Housing Needs

- 5.3** Meeting future housing needs appropriately is one of the greatest challenges for the Local Plan. The plan should in doing so provide for the right number of homes, of the right type and in the right locations. There is also a need to ensure that as part of the overall scale of provision, that the needs of different household groups are met, including for affordable housing and for those with specialist needs.
- 5.4** The policies in the Local Plan 2040 will need to identify the number of new homes to be planned for as a housing requirement and make sufficient provision to meet this need.
- 5.5** Increasing overall housing delivery is one of the Government's key priorities for the planning system and a target has been set to raise housing completions to deliver 300,000 homes per annum each year in England by the mid-2020s. Test Valley has made a significant proportional contribution towards this in recent years given our local circumstances as a predominantly rural area and size of our settlements. We have consistency exceeded our current local housing target.

**5.6** Over the last five years the Council has delivered just over 4,300 homes and over 1,300 affordable homes. Housing delivery meets the housing needs of the community and supports delivery of associated infrastructure. In 2019 Test Valley was ranked 31 out of 326 local authorities in England for housing delivery.

**5.7** National planning policy requires us to meet our housing needs to support the Government's objective of boosting supply. This should be informed by a local housing need assessment to determine the minimum needed. A housing requirement figure should then be established for the plan area which shows the extent to which identified housing need can be met over the plan period. A sufficient supply and mix of sites should then be identified to meet this requirement.

### *Housing Need*

**5.8** Since the current Local Plan was adopted in 2016, the Government has amended national policy and published a standard method<sup>44</sup> to calculate our local housing need. This provides the starting point and minimum amount for establishing our housing requirement. The standard method takes account of the number of new homes that are needed to meet demographic changes in the Borough and then applies an affordability adjustment to take account of prices signals and to boost housing numbers.

**5.9** To inform and evidence our housing requirement, two studies are included within our evidence base; a new Strategic Housing Market Assessment (SHMA) and a Housing Market Area Study (HMAS). The SHMA provides evidence regarding our overall housing need, affordable housing needs and specialist housing needs. The HMAS provides evidence regarding the housing market areas that exist in the Borough.

**5.10** The SHMA sets out our local housing need assessment<sup>45</sup>, and this concludes using the standard method that our local housing need figure is currently 541 homes per year from 2020 onwards, which would apply until the end of the plan period. The local housing need assessment is provided in Appendix 2.

**5.11** The SHMA has also assessed whether there are any exceptional circumstances that exist to justify an alternative approach to using the local housing need assessment as our housing requirement. Such approaches would be based on growth funding, strategic infrastructure improvements or addressing unmet housing needs from surrounding areas, as set out in national policy.

**5.12** The SHMA concluded none of these approaches currently apply to Test Valley and therefore there are no exceptional circumstances. At present there is no evidence of any unmet housing need in neighbouring local authority areas; this will need to be kept under review. For the purposes of the Sustainability Appraisal, we don't consider there are any reasonable alternatives to assess.

**5.13** The Council is currently seeking to meet the local housing need figure in full through identification of sufficient supply of sites in the next stage of the Local Plan 2040, Regulation 18 Stage 2. We will need to monitor whether future evidence indicates that an alternative housing requirement is needed, or if evidence emerges that the standard method figure cannot be accommodated. It should also be noted that there are variables used in calculating the standard method and therefore the current figure of 541 homes per year could change over the course of preparing the Local Plan 2040.

<sup>44</sup> This uses national projections on the future number of households in each local authority and data on how affordable housing is compared to local earnings

<sup>45</sup> Based currently on 2014 household projections and 2020 affordability ratio

## Housing Requirement over Plan Period

- 5.14** Table 5.1 sets out our overall housing requirement for the plan period 2020 - 2040.

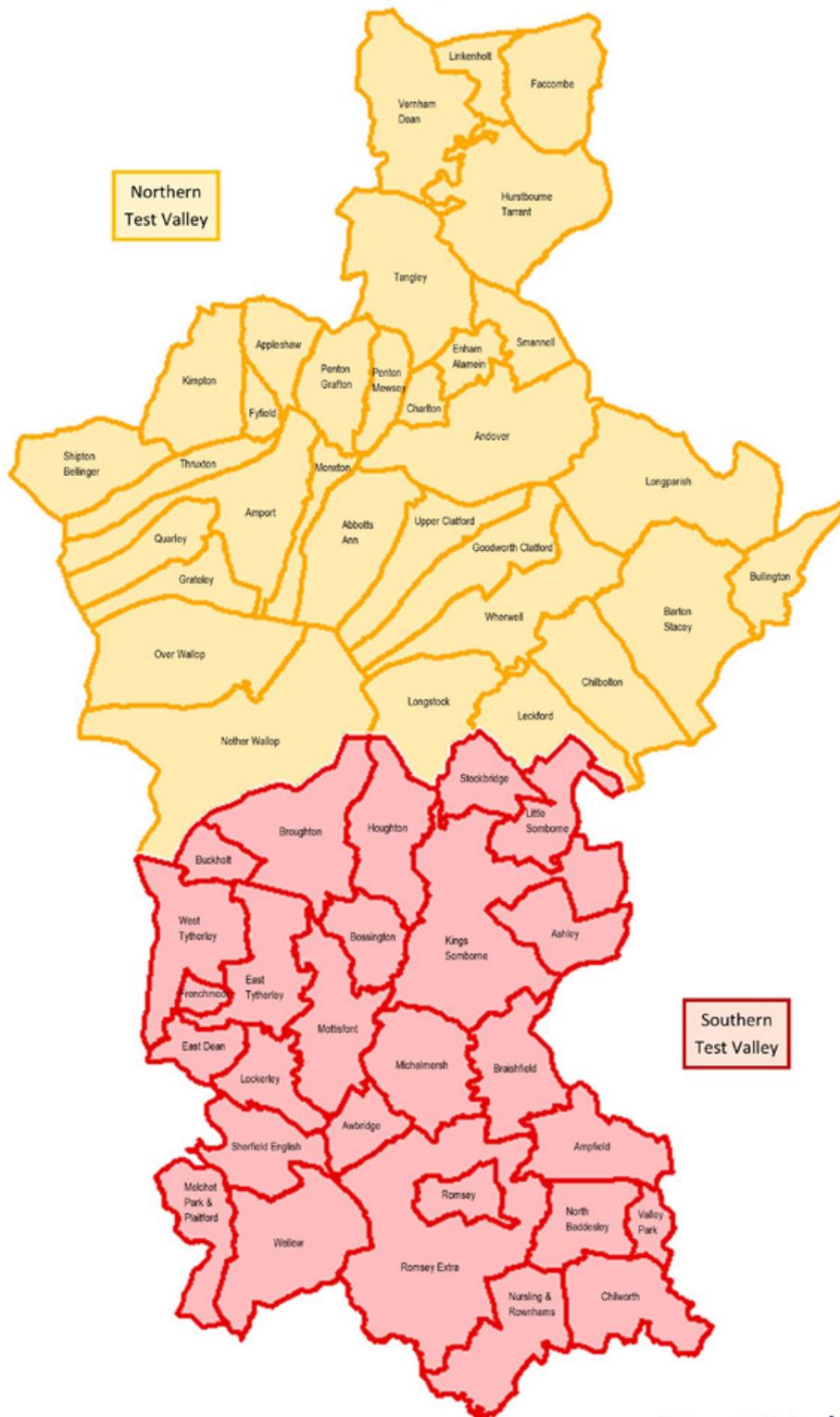
Table 5.1: Proposed Borough wide Housing Requirement

	Per Year	2020 to 2040
Housing Requirement	541	10,820

## Housing Market Areas

- 5.15** One of the key decisions regarding the strategy of the Local Plan 2040 is how the provision of new housing is distributed. This includes how it can be broadly divided across different Housing Market Areas (HMAs). This also concerns the balance between the scale of development in Andover, Romsey and the other settlements, as informed by the Settlement Hierarchy.
- 5.16** The Council has had a long-standing split regarding housing needs recognising the distinct geography of Test Valley and that it contains two distinct housing market areas (HMA). This is set out in the current Adopted Local Plan at Policy COM1. A HMA is a geographical area defined by household demand and preferences. It reflects the key functional linkages between places where people live and work. In Test Valley, there is a strong distinction between Andover and the northern part of the Borough, and Romsey and the southern part of the Borough which has a close relationship with South Hampshire. In meeting housing need it has therefore been appropriate to consider the two areas separately.

- 5.17** The HMA study has reviewed our approach set out in the Adopted Local Plan and recommends a continued split with two separate HMAs, but with a revised boundary. The revised boundary takes account of the wider extent of the HMAs on a regional and sub-regional basis. This recommends a boundary split around the route of the A30 (with a best fit approach based upon parish boundaries). Figure 5.1 shows this.



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Figure 5.1: Northern and Southern Housing Market Areas by Parish

**5.18** It is therefore proposed that a split of the housing requirement between the two HMAs remains and that this should continue to be based upon the amount of population within each HMA. This would be consistent with the Government’s local housing need assessment which is derived from a demographic basis.

**5.19** As set out in Table 5.2, this would provide a split of 57% of the housing requirement being met in Northern Test Valley and 43% in Southern Test Valley. This split is a change from the 67:33 split in the current Adopted Local Plan, which takes into account the change in HMA boundary.

**5.20** The HMA Study also concludes that the two HMAs could be further split into four sub areas reflecting the more urban and rural areas of the two HMAs<sup>46</sup>. The role of these sub areas will be considered further as we begin to think about how we distribute the number of homes throughout the Borough in the next Local Plan 2040, Regulation 18 Stage 2.

**5.21** It is proposed the HMAs would be used as separate areas for the purpose of calculating the five-year housing land supply, continuing the long-standing approach which is used for the current Adopted Local Plan.

Table 5.2: Housing Market Area (HMA) Housing Requirements (rounded figures)

	Percentage Split	Homes per Annum	Homes for 2020 to 2040
<b>Borough wide</b>	100%	541	10,820
<b>Southern Test Valley HMA</b>	43%	233	4,653
<b>Northern Test Valley HMA</b>	57%	308	6,167

<sup>46</sup> For Northern Test Valley HMA: an Andover Sub Area and Northern Test Valley Rural Sub Area. For Southern Test Valley HMA: Romsey and South East Sub Area and Southern Test Valley Rural Sub Area.

## Strategic Policy 6: Housing Provision

The housing requirement for the Borough is a minimum of 10,820 homes, to be delivered over the plan period of 2020 to 2040. The housing requirement is split between the Northern and Southern Test Valley Housing Market Areas as identified in Figure 5.1 and as shown in the table below. For the purposes of housing land supply, each Housing Market Area will have its own supply position.

Area of the Borough	Minimum housing requirement
Northern Test Valley	6,167
Southern Test Valley	4,653

### Housing Supply

**5.22** We have assessed how much housing supply is needed to meet our housing requirement. This is undertaken by assessing how much existing housing supply we have committed as of 1 April 2021, against the housing requirement. This will begin to identify the residual amount of housing that we will need to make provision for in the Local Plan 2040.

**5.23** Table 5.3 provides this assessment, both borough wide and for the respective HMA areas. These supply figures provide a snapshot at this current time and there will be variables within these figures which we will need to further investigate to ensure a sufficient number of homes is planned for and to maintain a resilient housing land supply position.

Table 5.3: Housing Requirement and Supply<sup>47</sup>

	Borough wide	Southern Test Valley	Northern Test Valley
	2020 to 2040	2020 to 2040	2020 to 2040
Housing Requirement	10,820	4,653	6,167
Total Housing Supply	6,367	3,705	2,662
Residual Requirement	4,453	948	3,505

<sup>47</sup> Northern Test Valley and Southern Test Valley HMA sub-areas refers to the proposed revised boundary between these, with Southern Test Valley comprise the parishes from Stockbridge southwards

**5.24** Table 5.3 demonstrates the approximate residual housing supply will be a total of 4,560 homes reflecting the plan period up to 2040. This currently shows our existing housing supply delivers over 50% of our housing requirement. This means we will need to allocate, as a starting point, sufficient sites to meet this residual housing supply figure.

**5.25** We will consider whether we need to allocate for a higher number of homes above our minimum housing requirement in order to provide for greater resilience in maintaining a sufficient supply of sites. We will need to make sure we provide for a sufficient supply of homes to meet our needs otherwise, there is an increased risk that homes could be permitted on sites not preferred by the Council and our residents, including as a result of planning appeals. The Council will continue to monitor our housing supply position as the preparation of the Local Plan 2040 progresses and how this affects the residual requirement.

### *Next Steps*

**5.26** We are seeking comments on this policy. The next stage of the Local Plan 2040, Regulation 18 Stage 2 will include a series of more detailed policies that will support the overarching approach, as part of the Development Management policies. Additionally, there will be new strategic policies on the types of housing to be provided, where considered necessary, reflecting progression of evidence. These strategic matters along with the detailed matters are explained in further detail below.

**5.27** The distribution of future housing will be addressed at the next stage of the Local Plan 2040 through setting out our draft site allocations. Account will also be made for the opportunity of provision of housing to be delivered through Neighbourhood Plans (and other community led development) particularly to meet the housing need of individual local communities. The need for housing requirements figures for designated neighbourhood plan areas will also be considered.

**5.28** As mentioned in the Introduction, there are potential risks to delivery of the Plan, including housing. We will need to consider contingency mechanisms if monitoring indicates that delivery is falling short. Alongside this, we need to ensure the Local Plan 2040 has sufficient flexibility and resilience to respond to delivery risks. Contingency measures will be set out in the next stage of the Local Plan 2040.

### *Affordable Housing*

**5.29** Providing affordable housing to meet local needs is a key priority for the Council and our communities. The delivery of affordable housing has in recent years, exceeded the Council's target of 200 per year. There is support for the current approach of seeking up to 40% affordable housing from larger market developments (15 homes or more). In September 2020, the Council adopted an updated Affordable Housing Supplementary Planning Document (SPD) to provide further guidance on how the Adopted Local Plan policy will be interpreted.

**5.30** The new SHMA has assessed the need for affordable housing and for housing to meet the needs of different specific household groups, as set out in national guidance. This identifies a higher need for affordable homes per year, than identified in our Adopted Local Plan 2029.

**5.31** Before we can identify a threshold for delivering affordable housing to help address this need, we need to update our evidence on the viability of delivering affordable housing. We will be commissioning a study to review this, which will be part of the viability assessment on all of the proposals in the Local Plan 2040. This will take account of the work on future infrastructure provision and other policy requirements which apply to new development.

### *First Homes*

**5.32** First Homes is a new tenure of affordable low-cost home ownership. At least 25% of all affordable homes secured through developer contributions should now be First Homes. In October 2021 the Council adopted an Interim Policy Position on First Homes. A specific policy for First Homes will be considered for inclusion in the next stage of the Local Plan 2040 as part of the review of our affordable housing policy.

### *Rural Housing*

**5.33** National planning policy provides for Rural Exception Sites (RES) for the development for affordable housing where this would not otherwise be permitted. The Adopted Local Plan 2029 includes a policy on RES, Policy COM8. At present, only schemes of 100% affordable housing are permitted, although Councils can consider whether an element of market housing should also be included. This will be reviewed for Regulation 18, Stage 2

**5.34** The Council will also consider the inclusion of a policy on First Home Exception Sites (FHES) which will only apply to certain parts of the Borough<sup>48</sup>. The Government has decided not to take forward the proposals for Entry Level Exception Sites and only First Home Exception Sites will be provided for in policy. Rural Exception Sites (RES) for affordable housing will continue to apply in the rural area where FHES will not.

**5.35** Community led development can also deliver rural housing through Neighbourhood Plans or through the Adopted Local Plan Policy COM9. For Regulation 18 Stage 2 we will consider the role which community led development can play in meeting future housing need taking account of the spatial strategy, settlement hierarchy and housing distribution.

**5.36** For Regulation 18 Stage 2, we will also consider a review of the specific policies for rural housing including those for rural workers and replacement dwellings.

### *Housing Mix*

**5.37** The SHMA also assessed the size, type and mix of housing to meet local needs within different areas of the Borough. It is important to seek a mix of housing which reflects future housing need, and to take account of the composition of the existing housing stock.

**5.38** For Regulation 18 Stage 2 we will consider whether a specific policy is needed on the mix of homes, for both private and affordable housing, informed by the outcomes of the SHMA with regard to the number of bedrooms and type of housing.

### *Specialist Housing*

**5.39** For Regulation 18 Stage 2 we will consider whether specific policies are needed to meet the particular housing needs for example for older people and those who required specialist housing and housing for particular household groups.

**1.40** The Council will also consider whether the Local Plan 2040 should include a policy on internal space standards (higher national described space standards) and accessibility standards for new housing.

48 Areas outside of the Designated Rural Area, National Parks and Areas of Outstanding Natural Beauty

## Gypsies, Travellers and Travelling Showpeople

- 5.41** We have a duty to meet the needs of all our communities, including the needs of different groups in the community. This includes the needs of Gypsies, Travellers and Travelling Showpeople communities. We do have a number of Gypsy, Traveller and Travelling Showpeople sites in Test Valley. We will seek to ensure we develop a fair and effective strategy to meet future needs.
- 5.42** National planning policy for Gypsies, Travellers and Travelling Showpeople is set out in the Planning Policy for Traveller Sites. Its overarching aim is to ensure fair and equal treatment for travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.
- 5.43** To achieve this aim and provide a fair and effective strategy, we need to undertake an assessment of the Borough's need which will inform our pitch targets for gypsies and travellers and plot targets for Travelling Showpeople. These targets will be set out in a Local Plan 2040 strategic policy. To meet these targets and maintain a supply of Gypsy, Travellers and Travelling Showpeople's sites, we will need to make appropriate and sufficient provision of land which will require identification of sufficient sites, in line with the Planning Policy for Traveller Sites.
- 5.44** The Council previously intended to prepare a specific Gypsy and Traveller Development Plan Document (DPD), which was to be produced separately to the Local Plan 2040. However, changing national guidance and the need to further update the evidence meant it was not possible to progress with a separate Gypsy and Traveller DPD as quickly as hoped. Reflecting this, the Council's planning policies for Gypsies, Travellers and Travelling Showpeople will be included in this Local Plan 2040 rather than a separate DPD.
- 5.45** We have commissioned consultants ORS to prepare a Gypsy, Traveller and Travelling Showpeople Accommodation Assessment, to be undertaken in accordance with national policy. This will ensure we have robust and up to date evidence on our level of need which will inform our pitch and plot targets respectively. As this evidence is being undertaken, it is premature to include a policy at this stage. The evidence is currently being finalised and therefore we will have a policy identifying targets in the next stage of the Local Plan 2040, Regulation 18 Stage 2.
- 5.46** Once the Gypsy, Traveller and Travelling Showpeople Accommodation Assessment is finalised, we will seek to address the need through identifying sufficient provision. Depending on the type and level of need, we will seek to review various options of meeting this need, including consideration of whether existing sites can accommodate needs through intensification or reorganisation of sites, identification of new sites and whether vacant plots can be brought back into use.
- 5.47** If needed, we will undertake further evidence to assess these options. Our approach to identifying sufficient provision will be set out at the next stage of the Local Plan 2040 Regulation 18 Stage 2 along with a criteria-based policy for determining planning applications for unknown or windfall need for Gypsy, Travellers and Travelling Showpeople sites. This will involve reviewing the current Local Plan Policy COM13.

## Meeting our Economic Needs

- 5.48** There is a strong and robust local economy in Test Valley. This is key to delivering prosperity and quality of life. However, the impact of the Coronavirus pandemic is affecting the way in which we work. Inevitably the pandemic has impacted the national economy and we will need to support recovery.
- 5.49** National policy emphasises the role of the planning system in helping to create an environment in which businesses can invest, expand and adapt. A key part of delivering sustainable development is building a responsive and competitive economy, including by ensuring the appropriate availability of land to support economic growth, innovation and improved productivity.
- 5.50** The Borough is easily accessible by both road and rail to: London, the West Country, the Midlands and the south coast. This makes it an attractive location for businesses wishing to take advantage of this and access to these wider regional markets. Test Valley does not therefore form a single economic area but is rather made up of distinct parts.
- 5.51** The Borough has experienced significant employment and business growth in recent years. We have delivered 36.25 hectares of new employment development over the period 2015/16 to 2020/21<sup>49</sup>. This has included significant growth at Andover Business Park, Nursling and Adanac. This is an indicator of confidence in the local economy and that of continued economic growth.
- 5.52** The Local Plan 2040 will continue to support economic growth. We will need to set out our anticipated employment needs and approach to meeting this. This will need to take account and be flexible to the changes in the structure of the local economy as it continues to evolve particularly in response to the recovery from the pandemic.

<sup>49</sup> This breaks down to 15.0 hectares delivered in the south of the Borough and 21.25 hectares delivered in north of the Borough.

- 5.53** There are growing trends for flexible working, including increased working from home, and increases in self employed/smaller businesses leading to a need for smaller and more flexible accommodation.

## Future Employment Needs

- 5.54** We have undertaken the first step in assessment our employment needs. The Employment, Economic and Commercial Needs Study has been prepared jointly through the Partnership for South Hampshire (PFSH). The study covers the whole of Test Valley. It has split the assessment between the north and south of Test Valley<sup>50</sup>.
- 5.55** This study uses the methodology set out in National Planning Practice Guidance (PPG). The methodology gives significant weight to recent past levels of completions, particularly in the last five years. This is further impacted by the nature in which employment development is delivered which is 'lumpy' i.e., a large factory or warehouse is usually completed in one go in a single year. Much of this is meeting a wider sub-regional need. This results in a forecast of future economic needs which 'bakes in' this recent level of growth and will inevitably reflect a need that meets sub-regional need along with our own local need. The Study acknowledges this. It concludes the forecast for Test Valley may not be realistic or be able to be accommodated based on this trend-based methodology.
- 5.56** This results in a very high level of forecast future growth which is high in comparison to both past needs and those needs identified for the other PFSH local authorities, where there has been a lower scale of delivery. Table 5.4 sets out the level of economic land needs from the Study.

<sup>50</sup> Areas relate to the split in the Adopted Local Plan, with STV also corresponding to the area of Test Valley within South Hampshire and which is covered by the Partnership for South Hampshire (PFSH).

Table 5.4: PfSH Study proposed employment requirements for Southern and Northern Test Valley 2019-2040\*

Area <sup>51</sup>	South Test Valley		North Test Valley	
	B1a/B1b	B1c/B2/B8	B1a/B1b	B1c/B2/B8
Floorspace requirement 2019-2040 (sqm)	16,986	210,280	23,538	311,195
Area requirement 2019-2040 (Ha)	2.80	52.60	3.88	77.80

\* Study was undertaken alongside the old use classes order. We will need to consider the impacts of this going forward

**5.57** Reflecting the outcomes and conclusion of the Study, we consider further assessment and testing of our need figures is required. This will provide evidence to either confirm the outcomes of the Study provide our local need figure or this figure needs amending reflecting the limitations of using a trend-based model for Test Valley. In undertaking this further technical work, we will work with relevant neighbouring authorities, in considering whether any of this need meets a wider sub-regional need.

**5.58** This will potentially cover; level of commercial demand for Test Valley, market attractiveness and suitability of existing and potential sites, and the balance between the proposed housing requirement and the number of jobs this would support<sup>52</sup>.

**5.59** We will need to assess whether we have sufficient existing supply of employment land to meet our economic needs. Table 5.5 sets out our current supply of employment land. If we need additional supply of employment land, we will need to undertake a site assessment. The Strategic Housing and Economic Land Availability Assessment 2021 provides a starting point for this assessment.

51 Areas relate to the split in the Adopted Local Plan, with STV also corresponding to the area of Test Valley within South Hampshire and which is covered by the Partnership for South Hampshire (PfSH).

52 The draft Strategic Housing Market Assessment concludes around an additional 424 jobs per annum would be supported by delivering 541 homes per annum.

Table 5.5: Employment supply for Southern and Northern Test Valley 2019-2040

B1a/B1b		South of Test Valley		North of Test Valley	
		B1a/B1b	B1c/B2/B8	B1a/B1b	B1c/B2/B8
Net Completions as of April 2019-2021	sqm	20,297	1,081	0	14,842
	ha	3.38	0.27	0	3.71
Supply as of April 2021	sqm	89,331	13,088	2,707	121,289
	ha	26.93	2.45	0.73	30.55

## Next Steps

**5.60** We are seeking comments on this approach to establishing our employment land requirements. The assessment and testing of our employment land requirement will inform the next stage of the Local Plan 2040, Regulation 18 Stage 2. A series of more detailed policies, as part of the Development Management policies, will be considered for inclusion in the Local Plan 2040, Regulation 18 Stage 2.

**5.61** Other policy matters that will be set out at Stage 2 are summarised below:

- Following further assessment of our employment land needs, we will consider whether further supply of employment land is needed. If so, we will need to undertake a site assessment. We will also consider opportunities to integrate this with housing, through mixed-use developments.
- Consider whether there are policies or proposals in the Enterprise M3 Local Economic Partnership's (LEP) Local Industrial Strategy (LIS) together with the LIS of the Solent LEP as relevant to the southern part of the Borough, that need inclusion in the Local Plan 2040.

- Approach to protection of employment land and sites
- Consider our approach to continue to support our prosperous rural and visitor economy. This includes approach to re-use of buildings in the countryside and essential need for rural workers to live permanently at or near their place of work
- Consider our approach to support skills and training from new development, building on our existing approach. The Council has taken a dual approach of seeking employment and skills plans in the construction sector and where appropriate secured financial contributions towards supporting local workforce development from major commercial developments.

# Glossary

## **AFFORDABLE HOUSING:**

Housing for sale or rent for those whose needs are not met by the market. It needs to be provided in line with the specific types of affordable housing set out within the National Planning Policy Framework.

## **AREA OF OUTSTANDING NATURAL BEAUTY (AONB):**

An area designated of national importance for its distinctive character and natural beauty. They are designated by Natural England. The North Wessex Downs AONB covers part of Test Valley.

## **CLIMATE CHANGE ADAPTATION**

This relates to preparing for and dealing with the actual or anticipated impacts of climate change. This could include adjustments made to natural or human systems to mitigate harm or exploit beneficial opportunities.

## **CLIMATE CHANGE MITIGATION**

Action to reduce the impact of human activity on the climate system, mainly through reducing greenhouse gas emissions.

## **COMMUNITY INFRASTRUCTURE LEVY (CIL):**

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 that the Council has identified as being required.

## **CORPORATE PLAN:**

A plan that sets out the Council's vision and priorities. It provides the Council's direction and focus for activities and services. The current Corporate Plan 2019-2023 'Growing our Potential' was approved in April 2019.

## **CUSTOM BUILD HOME:**

Refers to when an individual or an association of individuals commissions a specialist developer to deliver a new home.

## **DEVELOPMENT PLAN:**

The Development Plan is made up of the Development Plan Documents for Test Valley 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. It also includes Made Neighbourhood Development Plans.

## **DEVELOPMENT PLAN DOCUMENTS (DPD):**

Spatial planning documents that are subject to independent examination and will collectively make up the Development Plan for a local authority area. Individual Development Plan Documents or parts of a DPD can be reviewed independently of other Development Plan Documents.

## **DUTY TO CO-OPERATE (DTC):**

The Duty to Co-operate was created in the Localism Act 2011. It is 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 in relation to local plans.

### **EVIDENCE BASE:**

The evidence and information used to inform Development Plan Documents. It should be as up to date as possible.

### **GREEN INFRASTRUCTURE:**

This is a network of multi-functional green space that can deliver a range of benefits to local communities and the environment.

### **GYPSIES AND TRAVELLERS:**

Persons of nomadic habit of life whatever their race or origin, including such persons who on grounds only of their own or their family's or dependants' educational or health needs or old age have ceased to travel temporarily, but excluding members of an organised group of travelling showpeople or circus people travelling together as such.

### **HOUSING MARKET AREA (HMA):**

A HMA is a broad geographical area in which generally most people will both live and work.

### **INFRASTRUCTURE DELIVERY PLAN (IDP):**

The infrastructure delivery plan (IDP) is a document that details the strategic infrastructure required in order to deliver the growth planned for within the Local Plan. The IDP brings together a range of data from infrastructure providers in order to help ensure that the right infrastructure is prioritised.

### **LOCAL ECOLOGICAL NETWORKS:**

Groups of habitat patches that species can move easily between, which can maintain ecological function and conserve biodiversity.

### **LOCAL ENTERPRISE PARTNERSHIP (LEP):**

LEPs are partnerships between local authorities and businesses. They play a key role in establishing local economic priorities to create jobs and support local businesses. All of Test Valley is within the Enterprise M3 LEP.

### **LOCAL GREEN SPACES:**

Areas designated though plans that are identified of particular importance to local communities for example for beauty, historic significance or recreational value.

### **LOCAL DEVELOPMENT SCHEME (LDS):**

The Local Development Scheme sets out the approach and timetable the Council will follow in the preparation and adoption of planning policy documents. The Council is required to keep the LDS up to date. The LDS was approved in September 2021 and is available on the Planning pages of the Council's website.

### **LOCAL PLAN:**

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

### **MAJOR DEVELOPMENT:**

For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1000m<sup>2</sup> or more, or a site of 1 hectare or more, as otherwise provided in the Town and Country Planning (development Management Procedure) (England) Order 2015.

### **NATIONAL PLANNING POLICY FRAMEWORK (NPPF):**

The NPPF set out national planning policy for plan making and decision taking. The NPPF was first published in 2012, with revised versions published in 2018, 2019, and 2021.

### **NATURE RECOVERY NETWORK:**

A network of wildlife-rich habitats supporting species recovery, alongside achieving wider benefits such as carbon capture and water quality improvements. It includes the existing network of protected sites and other wildlife rich habitats as well as landscape or catchment scale recover areas where there is co-ordinated action for species and habitats.

### **NEIGHBOURHOOD PLAN:**

A plan prepared by a Parish Council that sets out planning policies. There is a specific process set out in legislation setting out how such plans are produced.

### **PARTNERSHIP FOR SOUTH HAMPSHIRE (PFSH):**

This is an organisation comprising East Hampshire, Eastleigh, Fareham, Gosport, Hampshire County, Havant, New Forest, Portsmouth, Southampton, Test Valley and Winchester Councils, and New Forest National Park. The organisations have come together through PFSH to improve the economic performance of South Hampshire and enhance it as a place to live and work.

### **PLANNING PRACTICE GUIDANCE (PPG):**

An online resource published by Government which provides detailed national guidance on how to apply the NPPF.

### **SELF BUILD HOME:**

Refers to when an individual or an association of individuals directly organises the design and construction of a new home.

### **STATEMENT OF COMMON GROUND (SOCG):**

A written record of matters that are agreed or not agreed by the organisations that have prepared the statement. In the context of the Duty to Co-operate they are used to document agreement on cross boundary strategic issues with other local planning authorities or public bodies.

### **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 decisions on planning applications. The Test Valley SCI can be viewed on the Planning pages of the Council's website.

### **STRATEGIC HOUSING AND ECONOMIC LAND AVAILABILITY ASSESSMENT (SHELAA):**

This is a technical document that provides information on potential housing and/or economic development sites promoted by landowners/developers. It provides details on whether the promoted sites are available, suitable and achievable.

### **STRATEGIC HOUSING MARKET ASSESSMENT (SHMA):**

This assessment considers the need and demand for specific types of housing (including affordable housing), as well as the mix of housing, within the Borough. It forms part of the evidence base.

# Appendix 1:

## Summary of Settlement Assessment Outcomes

Settlements	Number of Key facilities	Number of other facilities *	Good public transport	Tier as set out in Settlement Hierarchy
Andover	6	17*	H	1
Romsey	6	16*	H	1
North Baddesley	6	11*	H	2
Nursling and Rownhams	6	8*	H	2
Valley Park	6	9*	H	2
Charlton	6	5*	H	2
Wellow	6	7*	H	2
Hurstbourne Tarrant and Ibthorpe	6	6*	H	2
Shipton Bellinger	6	6*	H	2
Stockbridge	6	11*	M	2
Chilworth	4	2	M	2
Broughton	6	7*	M	3
Nether Wallop, Middle Wallop and Over Wallop	6	7*	M	3
King's Somborne	6	5	M	3
Abbotts Ann	6	4*	M	3
Goodworth Clatford, Upper Clatford, Anna Valley, Red Rice	6	5*	M	3
Longparish	6	4	M	3
West Tytherley	6	1*	M	3
Barton Stacey	6	4	L	4
Braishfield	6	4*	L	4
Lockerley	5	4*	H	4
Sherfield English	5	4	H	4
Chilbolton	5	4*	M	4
Thrupton	5	4*	M	4
Wherwell	5	4	M	4
Ampfield	5	3	H	4
Monxton and Ampport	5	2*	H	4
Appleshaw	5	2*	H	4

Settlements	Number of Key facilities	Number of other facilities *	Good public transport	Tier as set out in Settlement Hierarchy
Tangle, Hatherden, Wildhern and Charlton Down	5	3*	L	4
Vernham Dean	5	3*	L	4
Enham Alamein	4	6*	H	4
Mottisfont and Dunbridge	4	3*	H	4
Longstock	4	3*	M	4
Grateley Station, Palestine and Grateley	4	2*	H	4
Houghton	4	2*	M	4
Awbridge	4	2*	M	4
Michelmersh & Timsbury	4	4*	L	4
Weyhill	3	6*	H	4
Leckford	3	2*	M	4
Penton Grafton and Mewsey	3	2*	M	4
West Dean	3	0*	H	4
Plaitford	2	2*	H	4
Fyfield	1	1*	H	4
Kimpton	1	2*	M	4
Smannell	3	0*	L	5
Facombe	3	0	0	5
Quarley	2	0*	M	5
Bullington	1	1*	H	5
Little Somborne	1	0	M	5
Upton	1	0	M	5
East Dean	1	0*	M	5
Linkenholt	1	0	L	5
East Tytherley	0	2	H	5
Up Somborne	0	1*	M	5
Ashley	0	1	0	5
Bossington	0	0	0	5

\*= For information, settlements with superfast broadband. The UK Government defines superfast broadband as download speeds of at least 24 megabits per second (Mbps). This is done on a Post Code basis and may not cover the whole village.

## Appendix 2:

### Local Housing Needs Assessment

	Test Valley
<b>Setting the Baseline:</b>	
Household Growth (per annum) over next 10 years, 2021-31	398
<b>Affordability Adjustment:</b>	
Median workplace-based affordability ratio, 2020	9.76
Adjustment Factor	136%
Step 2 Housing Need Figure	541
<b>Cap:</b>	
Date of plan adoption	January 2016
Plan more than 5 years old	Yes
Housing requirement in last adopted plan	588
<b>Cap @ 40% above Last Adopted Plan</b>	823
<b>Minimum Local Housing Need (per annum)</b>	541

Source: Derived from ONS and MHCLG sources

