

Sustainability Appraisal of the Test Valley Local Plan 2040

Interim SA Report (Regulation 18 Stage 2)

February 2024

Commenting on this report

This Sustainability Appraisal report has been published on 5th February 2024 alongside the Draft Local Plan as part of the consultation running from 6th February to noon on 2nd April 2024. Only representations made within this period will be taken into account.

This document is available on the Council's website at:
www.testvalley.gov.uk/localplan2040

If you would like to comment, please send your views to the address below. Should you have any questions, please contact the Planning Policy Team.

Planning Policy and Economic Development Service
Test Valley Borough Council
Beech Hurst
Weyhill Road
Andover
SP10 3AJ
Telephone: 01264 368000
Email: planningpolicy@testvalley.gov.uk

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1 Introduction

Background

- 1.1 This report has been prepared by Test Valley Borough Council as part of the process of preparing the Test Valley Local Plan (2040).
- 1.2 In February 2022 the Council consulted on the Regulation 18 Stage 1 Local Plan and an Interim SA Report was also published for consultation alongside the plan. The Council has considered responses received to the plan which has informed preparation of the Regulation 18 Stage 2 Local Plan and this report.
- 1.3 Furthermore, since the preparation of the Regulation 18 (Stage 1) plan a range of evidence has been prepared relating to several topic areas which has informed the Regulation 18 Stage 2 plan and this report.
- 1.4 Following completion of this current stage of consultation the Council will consider responses received to the plan and this report. This will inform preparation of the 'proposed submission' plan, and formal SA report, which will then be published under Regulation 19 of the Local Planning Regulations.

What is Sustainability Appraisal (SA)?

- 1.5 SA is a mechanism for considering and communicating the effects of an emerging plan, and alternatives, with a view to minimising adverse effects and maximising the positives. SA is required for Local Plans.
- 1.6 It is a requirement that SA is undertaken in accordance with the procedures prescribed by the Environmental Assessment of Plan and Programmes Regulations 2004.
- 1.7 In accordance with the Regulations, a report (known as the **SA Report**) must be published for consultation alongside the draft plan that appraises, 'the plan and reasonable alternatives'. The report must be then considered, alongside consultation responses, when finalising the plan.
- 1.8 The SA Report must answer the following **three questions**
 - What has plan-making / SA involved up to this point?
 - including consideration of reasonable alternatives
 - What are the SA findings at this stage?
 - What are the next steps?

This SA Report

- 1.9 At this stage of the plan making process, the Council is consulting on a draft version of the plan under Regulation 18 of the Local Plan Regulations.
- 1.10 This Interim SA report¹ is published alongside in order to inform the consultation and subsequent preparation of the final draft 'proposed submission' version of the plan.

Structure of this report

- 1.11 This report is structured in **three parts**, according to the three questions above.
- 1.12 Prior to answering the first question, there is a need to further set the context by introducing: the plan scope (Section 2); and the SA Scope (Section 3). The full structure of the report is as follows:

Section 2 The Plan Scope
Section 3 The SA Scope

Part 1: What has plan making / SA involved up to this stage?

Section 4 Introduction to Part 1
Section 5 Defining Growth Scenarios
Section 6 Growth Scenarios Appraisal
Section 7 Preferred Growth Scenarios

Part 2: What are the appraisal findings at this stage?

Section 8 Introduction to Part 2
Section 9 Appraisal of the Regulation 18 Stage 2 Plan

Part 3: What are the next steps?

Section 10 Local Plan Next Steps
Section 11 Monitoring

¹ Minor factual updates or corrections have been made to the SA Interim Report and Appendices for the purposes of consistency following Full Council version

2 The Plan Scope

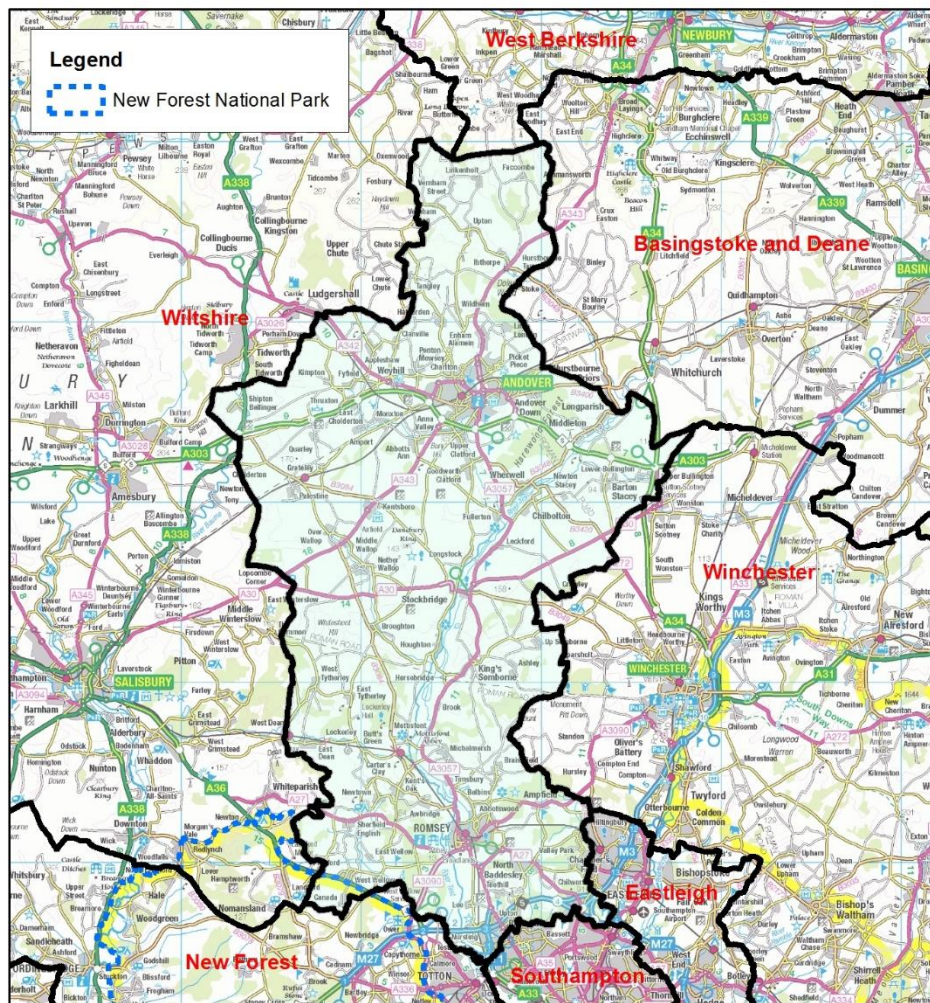
Introduction

- 2.1 The purpose of this section is to introduce the plan area (drawing on the plan document and SA Scoping report); the plan period; the legislative and policy context; and the strategic objectives in place to guide plan preparation.

The Plan Area

- 2.2 The Borough of Test Valley is located within west Hampshire. It is approximately 628 square kilometres (approximately 62,670 hectares) in extent. The main towns are Andover, towards the north, and Romsey, toward the south and Stockbridge which is located near the centre of the Borough. There are a number of other villages and hamlets across Test Valley. There are also a number of towns and cities nearby, including Southampton to the south; Basingstoke, Eastleigh, Chandler's Ford and Winchester to the east; and Salisbury to the west of the Borough. The location and extent of the Borough is shown in Figure 1.
- 2.3 Following the designation of the New Forest National Park, the National Park Authority has taken responsibility for planning functions (as at the 1 April 2006) for the area within Test Valley that falls within the national park boundary – this is the area to the south of the A36 in the south west of the Borough.
- 2.4 The basic underlying geology of the Borough is chalk; towards the south of the Borough the chalk layers dip and are buried by deposits of sand, gravel and clay. The soils within the Borough are mixed, as a result the quality of soil within Test Valley also varies.
- 2.5 The River Test is the key river system within the Borough, which in conjunction with the geology, has influenced the landscape of Test Valley. A large number of public and private water sources are derived from groundwater resources (particularly linked to the chalk aquifer); with the groundwater also providing the base flow for the River Test. Different parts of the Borough are vulnerable to a variety of sources of flooding (groundwater, tidal, river based, and surface water sources).
- 2.6 The most recent review of local air quality, completed in June 2021, indicated no expected exceedances of current UK Air Quality Objective levels in the Borough. Consequently there are no Air Quality Management Areas (AQMAs) within the Borough at present. For information, road traffic has been identified as the most significant source of air pollution within Test Valley, and therefore the assessment of air quality focuses mostly on the road network, though industrial sources must also be considered. There are areas designated as AQMAs beyond but in close proximity to the Borough, often associated with busier roads.

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



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- 2.7 Much of the Borough to the north of Andover falls within the North Wessex Downs Area of Outstanding Natural Beauty (AONB), while a small area in the south west of the Borough lies within the New Forest National Park². Figure 2 shows the location of these designations. A Landscape Character Assessment for the Borough has identified twelve landscape character types, whilst also identifying a series of factors that may bring changes to the landscape over time such as climatic factors, built development and land management. The south east of the Borough and Andover are the most urban areas, with the majority of the rest of Test Valley being rural in nature.
- 2.8 Test Valley has a rich built heritage, with just under 2,100 listed buildings³, 36 conservation areas (with some relating to more than one settlement)⁴ and just

² The New Forest National Park Authority has planning responsibilities for the area within the National Park, including the area that falls within Test Valley Borough.

³ National Heritage List for England, Historic England (available: <https://historicengland.org.uk/listing/the-list/>)

⁴ Details available at: <https://www.testvalley.gov.uk/planning-and-building/heritage/conservationarea>

fewer than 100 scheduled monuments⁵. There are also many heritage assets which are not subject to any statutory designation. Figure 2 shows the location of some of these designations.

- 2.9 The Borough also has a range of biodiversity assets, including sites designated of international, national and local nature conservation importance⁶ as well as species of importance (including some that are protected by legislation) – see Figure 2 for the location of these designations. Paragraph 179 of the NPPF states that, '*to protect and enhance biodiversity and geodiversity, plans should: identify, map and safeguard components of local wildlife rich habitats and **wider ecological networks**, including the hierarchy of international, national and locally designated sites of importance for biodiversity; wildlife corridors and stepping stones that connect them.....*'. An ecological network has been identified across Hampshire which takes account of these designations, as well as important habitats, and opportunity areas. The Hampshire ecological network is a group of habitat patches that species can move easily between maintaining ecological function and biodiversity.
- 2.10 While carbon dioxide emissions per person in Test Valley have generally been falling in recent years, they remain higher than the county and national average. For emissions that occur within the Borough, the latest data (2020) indicates that the emissions stood at 6.1 tonnes of CO₂e⁷ per person. For comparison, the per person emissions for Hampshire was 4.5 tonnes, and for England was 5.1 tonnes.⁸ The greater emissions within the Borough, compared to the national picture, seem to arise in relation to domestic and particularly transport categories, while the net emissions associated with land use, land use change and forestry activity indicates a greater level of sequestration of carbon emissions within the Borough, relative to the national position. There are variations in emissions generation within the Borough, with a number of tools available considering this in different ways⁹. Due to the rural nature of the Borough and limited public transport in some rural areas, the impact of private car use on emissions is greater.
- 2.11 It is challenging to forecast how the environment around us may change in the future, as there are a number of factors that may have different types of implications. A changing climate is anticipated to result in warmer wetter winters, with warmer and drier summers. Continuing development may also

⁵ National Heritage List for England.

⁶ Latest records from the Hampshire Biodiversity Information Centre indicate that statutory nature conservations cover about 1,930 hectares within Test Valley (SACs, SPAs, Ramsar sites, LNRs, SSSIs), with a further 5,654 hectares designated as SINCs.

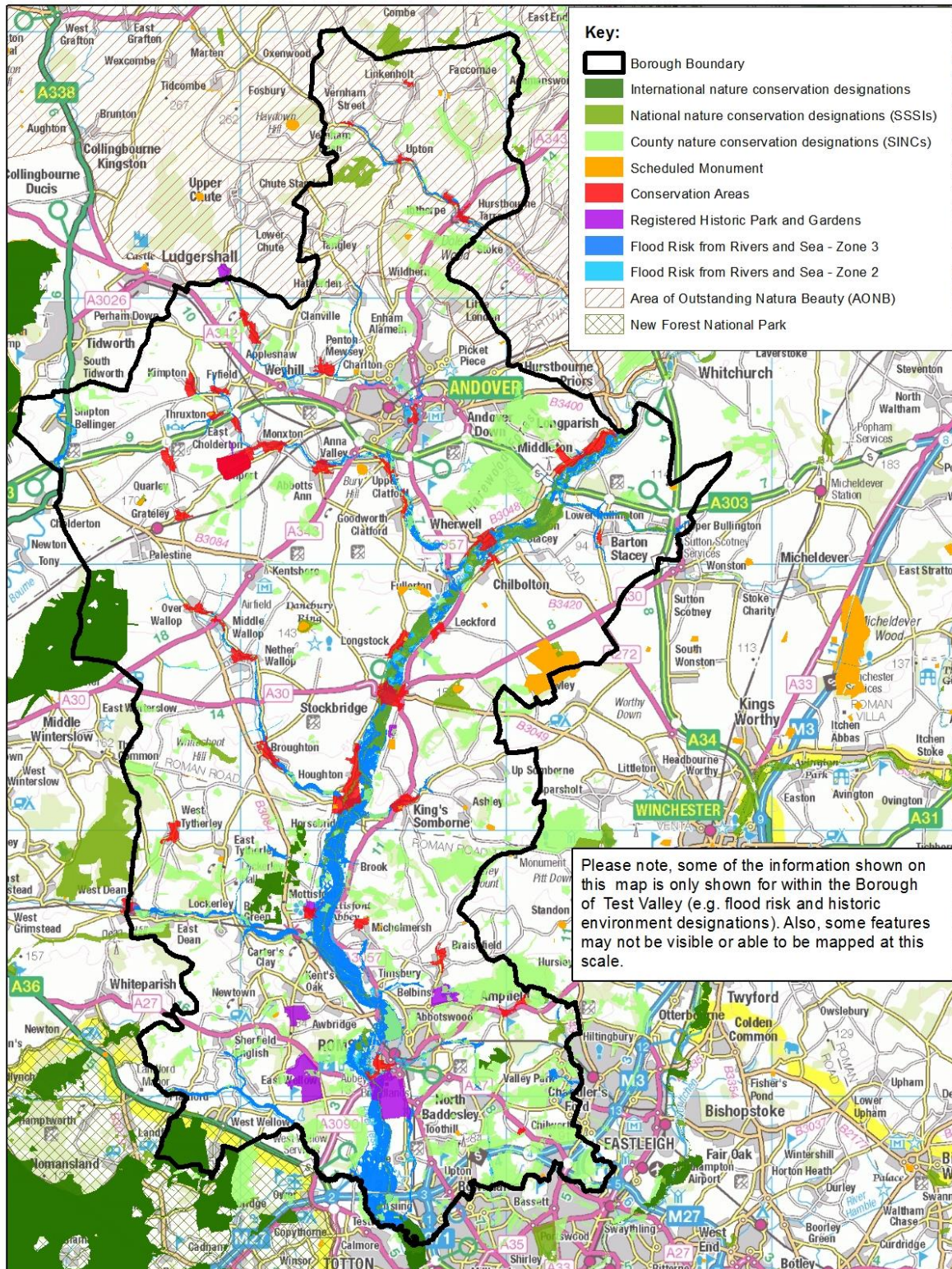
⁷ CO₂e relates to carbon dioxide equivalent. The data incorporates carbon dioxide, methane and nitrous oxide emissions. More detail on this unit of measurement is available from the original source of the data.

⁸ UK local authority and regional greenhouse gas emissions national statistics: 2005 to 2020, BEIS, 2021 (Available: <https://www.gov.uk/government/statistics/uk-local-authority-and-regional-greenhouse-gas-emissions-national-statistics-2005-to-2020>).

⁹ This includes the IMPACT Community Carbon Calculator (available: <https://impact-tool.org.uk/>) and the Place- Based Carbon Calculator (available: <https://www.carbon.place/>).

put additional pressure on the natural and built environment, particularly if not managed carefully.

Figure 2: Location of some of the environmental designations and areas of flood risk (from rivers and sea) within Test Valley



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- 2.12 The environment within the Borough also provides opportunities for leisure and recreation. There are a range of leisure and cultural facilities within the Borough, some of which are also tourist attractions. Information collated by Sport England looking at activity levels of individuals suggests that the proportion of people that are active in the Borough is slightly higher than for Hampshire and England.
- 2.13 Based on the initial outputs of the 2021 Census, the population of the Borough is over 130,000 people¹⁰, which is about a 12% increase since the 2011 Census. The population forecast to continue to rise. The increase is not expected to be evenly distributed across the Borough. Forecasts suggest that some parts of the Borough may see a reduction in population size, it is assumed that this would be partly explained by a trend towards smaller household sizes. The age profile of the Borough (i.e. the age of people living within the Borough) is also changing, with an increase in the ageing population. The 2021 Census data indicated that approximately 21% of the population of the Borough are aged 65 and over; for comparison, the figure was approximately 18% in the 2011 Census.
- 2.14 It is estimated that there are over 58,000 homes within the Borough¹¹. The adopted Local Plan¹² for the Borough proposed at least 10,584 additional homes between 2011 and 2029 (equating to an annual average of 588). The price of housing relative to income is higher for Test Valley than the national average. There is a continuing need to provide affordable housing, as part of a wider mix of housing types, in the future. There is also a need to provide for other types of accommodation, including for the Gypsy, Traveller and Travelling Showpeople communities.
- 2.15 The proportion of the population in Test Valley that are in employment is higher than the national and regional position, with 81.2% of those aged 16 to 64 in employment¹³. The number of jobs available in the Borough is forecast to continue to grow. However, there are a number of uncertainties, particularly at present, for example taking account of the implications of the Coronavirus pandemic (both now and in the longer term).
- 2.16 In terms of education and qualifications, Test Valley is broadly performing more positively than the national picture. However, there is variation across the Borough, with parts of Andover performing less well. In some parts of the Borough there may be opportunities to address gaps in skills, which may also support the local economy. This is recognised within the priorities in the Council's Corporate Plan.

¹⁰ Population and household estimates for England and Wales: Census 2021, ONS, 2022 (available: <https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/populationandhouseholdestimatesenglandandwalescensus2021>).

¹¹ Small Area Population Forecasts, Hampshire County Council, 2021.

¹² Test Valley Borough Revised Local Plan DPD 2011-2029, Test Valley Borough Council, 2016.

¹³ NOMIS Official Labour Market Statistics, ONS (available: <https://www.nomisweb.co.uk/reports/lmp/la/1946157309/report.aspx>)

- 2.17 Health within the Borough is generally good and tends to be above the national averages in a range of measures (including life expectancy). There are however variations across the Borough. There are matters that will need further consideration including the gap between life expectancy and healthy life expectancy. The type of health facilities and services to be provided will need to be considered, alongside seeking to promote healthy lifestyle choices.
- 2.18 As a whole the Borough is not deprived, ranking in the 20% least deprived areas in the country (based on 2019 assessment). However, there are pockets of deprivation within the Borough, most notably in parts of Andover.
- 2.19 Crime rates in the Borough (for total recorded crime) are lower than the position across the Hampshire Police Force area, with the level of recorded crime broadly similar to the previous year. In terms of deprivation assessed in relation to crime, the Borough as a whole generally performs well (i.e. not deprived), however there are variations.
- 2.20 Test Valley is crossed by a number of main roads, including the M27 towards the south and the A303 just south of Andover. Car ownership levels in the Borough are relatively high when compared to regional and national averages – however there are variations across the Borough. The majority of residents travel to work by car, which may be partly linked to the rural nature of the Borough.
- 2.21 Access to facilities and services across the Borough varies, in part reflecting the mix of urban and rural areas (including relationships with surrounding urban areas). A number of more strategic facilities are located in Andover and Romsey. The national government collates data on Indices of Deprivation, part of which relates to ‘geographical barriers’ on physical proximity of local services. Using this measure, over half of the Lower Super Output Areas¹⁴ within Test Valley are within the 20% most deprived areas for England. In terms of the geographical barriers to services it is mainly the rural areas of the Borough that are most deprived. However, in terms of the overall indices of deprivation, the areas of higher deprivation are in Andover and the surrounding area.
- 2.22 A number of communities within the Borough have come together to consider issues affecting them (now and in the future) and try to focus discussion on how to address them moving forward. This includes the Romsey Future and Andover Vision initiatives, as well as Parish Plans. As noted earlier within this report, some communities have prepared / are preparing or are considering whether to prepare a Neighbourhood Plan¹⁵.

¹⁴ These are areas used for monitoring purposes (linked to censuses) that include between 1,000 and 3,000 residents.

¹⁵ Neighbourhood Plans are one of the tools available for community planning – for more information see: <https://testvalley.gov.uk/planning-and-building/planningpolicy/neighbourhood-planning>

The Plan Period

- 2.23 The time horizon for the plan is 20 years from 1st April 2020 to 31st March 2040, in light of NPPF paragraph 22:

‘Strategic policies should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long-term requirements and opportunities, such as those arising from major improvements in infrastructure. Where larger scale developments such as new settlements or significant extensions to existing villages and towns form part of the strategy for the area, policies should be set within a vision that looks further ahead (at least 30 years), to take into account the likely timescale for delivery’.

Context to Plan Making

- 2.24 The Levelling-Up and Regeneration Act 2023 sets out the Government’s plans to streamline the planning process. This includes the aim of shortening the period for preparing local plans to 30 months, including streamlining evidence requirements. This also includes introducing new national Development Management Policies (to sit alongside a slimmed down NPPF) so local plans can focus more on localised issues. Before the new planning system can be implanted, the Government intends to consult on further guidance over the next 18 months with the new planning system being implemented from 30th June 2025.
- 2.25 In March – June 2023 the Government undertook consultation to seek views on a proposed new system of environmental assessment (‘Environmental Outcomes Reports’) to replace the current EU-derived environmental assessment processes of Sustainability Appraisals, Strategic Environmental Assessment and Environment Impact Assessment. The Government will be undertaking further consultation to develop the detail of how the new system will be delivered through secondary legislation. Due to the lead in times for plan preparation it is anticipated that the Government will apply a transition period (to be determined). Prior to this process a date has not yet been confirmed for when ‘Environmental Outcomes Reports’ will be required. Therefore, this plan is being prepared under the current regulations.
- 2.26 The Government has provided transitional arrangements to set out when the new planning system will apply to the preparation of local plans. There is still some considerable time before changes to the planning system are implemented and the detail of changes may be subject to change. Current Government advice is to prioritise getting new local plans in place and not to delay. Therefore, the Test Valley Local Plan 2040 is being prepared under the current system and timetable which is consistent with the transitional arrangements.
- 2.27 The Test Valley Local Plan has been prepared on the basis of the 2023 NPPF, the Localism Act 2011, the Planning and Compulsory Purchase Act 2004 and the Town and Country Planning Act 1990. The primary regulations guiding plan preparation are the Town and Country (Local Planning)

Regulations 2012, and the local plan must also be prepared in accordance with Government's online Planning Practice Guidance (PPG). A primary consideration, central to the NPPF (paragraph 11) is a requirement to maintain an up-to-date local plan that meets objectively assessed development needs, as far as is consistent with sustainable development.

- 2.28 The preparation of the local plan has taken account of relevant objectives and policies of organisations at a national and local level, in accordance with the Duty to Co-operate. At a local level, policy context is established through the Solent Local Enterprise Partnership (LEP) and Hampshire County Council (in terms of education, transport, minerals and waste). The local plan has been prepared in liaison with neighbouring authorities and the Partnership for South Hampshire (PfSH). The plan has also been informed by the PUSH Spatial Position Statement (June 2016). The Council has been working with the PfSH authorities on a revised Spatial Position Statement¹⁶, which was recently published in December 2023¹⁷.
- 2.29 The plan has been prepared in the context of adopted and emerging Neighbourhood Development Plans (NDPs). In rural Test Valley there has been a good support for Neighbourhood Plans and there are currently 7 'Made' plans and 14 under preparation. Neighbourhood plans must be in general conformity with the local plan and they are also a consideration in preparing the local plan. The Council supports parishes in the preparation of Neighbourhood Plans as part of a rural strategy approach. Through the preparation of the local plan housing figures will be provided to designated Neighbourhood Plan areas, in accordance with NPPF paragraph 66. The local plan also identifies a rural housing requirement of 552 dwellings which will be delivered over the plan period 2020 - 2040 through existing housing supply (including completions and commitments) and neighbourhood Plans. This rural housing requirement is not part of the local plan housing requirement but will form part of the supply buffer.

Local Plan Objectives

- 2.30 The Local Plan sets out strategic objectives which aim to address the key challenges and opportunities Test Valley faces. These objectives provide a framework for the policies in the Local Plan as a whole to effectively address these key challenges and opportunities. These objectives form a key element of the SA process where there is a legal requirement to define, appraise and consult on reasonable alternatives taking account of 'the objectives and geographical scope of the plan'.
- 2.31 The Local Plan objectives are as follows:
- **Climate Change** - Tackling climate change through transition to a carbon neutral future, where new development and local environments are

¹⁶ <https://www.push.gov.uk/wp-content/uploads/2018/05/PUSH-Spatial-Position-Statement-2016.pdf>

¹⁷ <https://www.push.gov.uk/wp-content/uploads/2023/11/Item-9-Spatial-Position-Statement-1.pdf>

adaptable and resilient to the changing climate. To increase energy efficiency from new development, facilitate more sustainable living, and manage the risks of flooding, whilst seeking to protect our water resources.

- **Our Communities** - Deliver and strengthen sustainable, cohesive and healthy communities in our towns and villages. Secure lasting benefits for our communities, including 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.
- **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.
- **Built, Historic and Natural Environment** - Conserve and enhance the built, historic and natural environment, including local character, identity, cultural heritage, the variety of local landscapes and the special landscape character of the Borough for everyone to enjoy.
- **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.
- **Health, Wellbeing, Culture, Leisure and Recreation** - Encourage active lifestyles and enhance health and wellbeing, by providing opportunities for recreational, and community activities, through the provision of accessible 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.
- **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.
- **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.

- **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.
- **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.

3 The SA Scope

Introduction

- 3.1 The SA scope concerns the sustainability issues and objectives that have been identified for the appraisal of the plan and reasonable alternatives. The scope of the Local Plan is set out in the section above and the scope of reasonable alternative options is discussed in Part 1.
- 3.2 The aim of this section is to introduce the broad scope of the SA which recognises the need for the SA scope to remain flexible and adaptable to respond to the emerging local plan, the consideration of reasonable alternative options and the latest evidence.

Consultation on the Scope

- 3.3 The Strategic Environmental Assessment (SEA) Regulations 2004 require that: *'When deciding on the scope and level of information that must be included in the Environmental Report (the SA scope), the responsible authority shall consult the consultation bodies'*.
- 3.4 The Council consulted on the scope of the SA in 2020 which included (but not restricted to) consultation of the statutory consultees including Historic England, Natural England and the Environment Agency. All comments received were taken into consideration in preparing the Scoping Report which was finalised in 2020.
- 3.5 Consultation on the SA scope has informed preparation of the SA framework which comprises 12 objectives. The SA framework is applied to the appraisal of the emerging local plan and reasonable alternatives.

The SA Framework

- 3.6 In 2023 the scope of the SA framework was reviewed, and it was considered appropriate to rationalise the SA framework under broader topic headings in alphabetical order as set out in Table 1. Minor changes have been made to the framework for clarity and to provide a more focused appraisal of climate change, transport, accessibility, communities and health topics. These changes do not materially alter the framework as set out in the published SA Scoping Report (2020).
- 3.7 Changes have been made to the SA topics including the splitting of climate change into 'climate change mitigation' and 'climate change adaptation'. This enables; 'climate change mitigation' to primarily focus on flood risk and 'climate change adaptation' to be dedicated built environment emissions. A further topic and objective have been added relating to 'Transport' which deals with wider transport and traffic issues. This also enables the 'Accessibility' topic to give standalone consideration to accessibility to community infrastructure. Furthermore, 'Communities and Health' matters (other than accessibility) also receives standalone consideration.

Table 1: The SA Framework

SA Topic	SA Objective
Accessibility	<ul style="list-style-type: none"> Maintain and improve access to services, facilities, and other infrastructure, whilst improving the efficiency and integration of transport networks and the availability and utilisation of sustainable modes of travel.
Air Quality	<ul style="list-style-type: none"> Maintain and, where possible, enhance air quality.
Biodiversity	<ul style="list-style-type: none"> Conserve and, where possible, enhance biodiversity and habitat connectivity
Climate Change Adaptation	<ul style="list-style-type: none"> Seek to avoid and reduce vulnerability to the risk of flooding and the resulting detrimental effects to the public, economy and environment.
Climate Change Mitigation	<ul style="list-style-type: none"> Support the delivery of climate change mitigation and adaptation measures.
Economy and Employment	<ul style="list-style-type: none"> Ensure the local economy is thriving with high and stable levels of growth, whilst supporting productivity and the promotion of a diverse economy, with the availability of a skilled workforce.
Communities and Health	<ul style="list-style-type: none"> Seek to improve the health and wellbeing of the population.
Historic Environment	<ul style="list-style-type: none"> Conserve and, where possible, enhance the historic environment and the significance of heritage assets.
Housing	<ul style="list-style-type: none"> Ensure everyone has the opportunity to live in an appropriate and affordable home that meets their needs.
Landscape	<ul style="list-style-type: none"> Conserve and, where possible, enhance the Borough's landscape, townscapes and settlement character
Land, Soils and Resources	<ul style="list-style-type: none"> Encourage the efficient use of land and conserve soil resources.
Transport	<ul style="list-style-type: none"> Achieve a sustainable and integrated transport system.
Water	<ul style="list-style-type: none"> Conserve and, where possible, enhance the water environment and ensure the sustainable management of water resources.

Commenting on this section of the report

- 3.8 Comments are welcome on this section of the report and the proposed updates to the SA Framework.

Part 1: What has plan – making / SA involved up to this stage?

4 Introduction to Part 1

Overview

- 4.1 The primary focus in Part 1 of the SA report is not to set out the entire background of plan making, SA and decision taking to this point in the preparation of the Local Plan. The main aim is to set out the process in examining reasonable alternatives between the Regulation 18 Stages 1 and 2 of the local plan between 2022 and 2023. The main aim is to set out:
- The rationale for selecting the alternative growth scenarios – see **Section 5**
 - The appraisal of reasonable alternative growth scenarios – see **Section 6**
 - Explanation of the reasons for selecting the preferred strategy – see **Section 7**
- 4.2 The discussion in sections 5, 6 and 7 in this report is housing led. In relation to employment land the discussion regarding selecting alternative options and the explanation for selecting the preferred strategy is set out in **Appendix II**. In relation to Gypsy and Travellers and Travelling Showpeople these matters are set out in **Appendix III**. The housing led discussion in Part 1 and Part 2 of this report is based on the assumption that the preferred approach for employment and Gypsy and Travellers and Travelling Showpeople (established in Appendix II and III respectively) applies.
- 4.3 Preparation of the Test Valley local plan has been underway since 2018 with one formal stage of consultation undertaken in 2022 prior to this current stage of consultation. An Interim SA report has been published alongside the Regulation 18 Stages, but not the two preceding stages, which were focussed on scoping the local plan. The focus of discussion is housing led and

Figure 3: Plan Making and SA to Date

Year	Plan Making Stage	SA
2018	Issues and Options	
2020	Refined Issues and Options	
2022	Issues and Options Consultation Regulation 18 Stage 1	Initial SA Report
2022 - 2023	Explore Options / Reasonable Alternatives	
2024	Draft Plan Consultation (Regulation 18 Stage 2)	Interim SA Report
2025	Publication of Proposed Submission Plan (Regulation 19)	SA Report
	Submission to Secretary of State	



What are Reasonable Alternatives?

- 4.4 The legal requirement is for Local Plans to examine reasonable alternatives taking into account 'the objectives and geographical scope of the plan'. The main focus for the SA Report is the identification and assessment of the 'spatial strategy' which refers to the supply of land, including the allocation of sites to meet objectively assessed needs and wider plan objectives (consistent with NPPF paragraph 11).
- 4.5 Establishing a 'spatial strategy' is an overarching objective of the Local Plan. Within this SA report spatial strategy alternatives are referred to as 'growth scenarios'. Growth scenarios are essentially alternative packages of sites and can also be thought of as alternative local plan key diagrams.

What about site options?

- 4.6 Individual site options may generate significant interest but are not considered reasonable alternatives in the context of local plans. The key objective of the Local Plan is to provide for objectively assessed needs and wider plan objectives for the plan area. This requires delivery of a *package* of sites.

Other aspects of the local plan

- 4.7 Consideration of growth scenarios below is somewhat housing-led, but there is also detailed discussion of issues and options in respect of employment land.
- 4.8 Furthermore, there is a need to consider that the plan looks to go beyond setting a spatial strategy (allocating sites etc) to also set policies on a wide range of topics, which will be used to guide future planning applications, which can broadly be referred to as development management policies. At the current time no reasonable development management policy alternatives are evident, but the Council is open to suggestions through the current consultation.

Structure of this part of the report

- 4.9 The remainder of this report is structured as follows:
- **Section 5** – explains the process of establishing growth scenarios;
 - **Section 6** – presents an appraisal of the growth scenarios; and
 - **Section 7** – presents a response to the appraisal and, in turn, an explanation of reasons for supporting the preferred approach.

Commenting on this section of the report

- 4.10 Comments are welcomed on; the decision to focus mainly on growth scenarios (this section), the process for defining growth scenarios (Section 5),

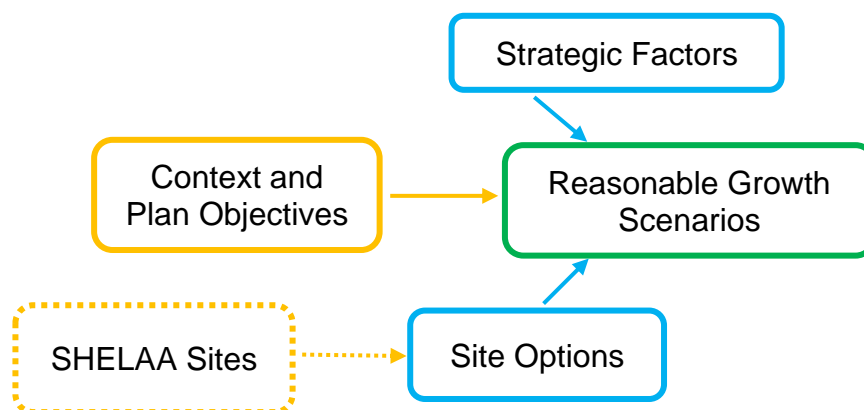
the appraisal of the growth scenarios (Section 6), the justification for the preferred approach (Section 7)

5 Defining Growth Scenarios

Introduction

- 5.1 The aim of this section is to set out the process that led to the definition of reasonable alternative growth scenarios. The discussion in this section is housing led, **Appendix II** sets out all matters regarding employment land. **Appendix III** deals with all matters associated with gypsy and traveller and travelling show people.
- 5.2 A range of factors influence the identification of reasonable growth scenarios including the strategic objectives of the Plan, 'strategic factors', and site options. Strategic factors include objectively assessed housing needs and 'Broad Distribution' factors that consider which broad areas of the plan area are more suited to growth. Housing sites submitted through the SHELAA have also informed site options that in turn inform identification of reasonable growth scenarios. The reasonable alternative growth scenarios are then subject to appraisal which informs the identification of preferred strategy. Figure 4 presents a summary of this approach:

Figure 4: Establishing Reasonable Growth Scenarios



Structure of this section

- 5.3 This section of the report is structured as follows:
- **Strategic Factors** – examines strategic factors that influence growth scenarios
 - **Site Options** – considers site options which are the basis for establishing reasonable growth scenarios.
 - **Reasonable Growth Scenarios** – drawing on the preceding sections to define reasonable growth scenarios.

Limitations

- 5.4 This section sets out the process that led to the definition of reasonable alternatives and not the appraisal of these alternatives (see Section 6). This has a bearing on the extent of evidence gathering and analysis that is proportionate. This is in accordance with the legal requirement to present an **'outline** of the reasons for selecting alternatives....'

Strategic Factors

- 5.5 This section of the report examines the strategic factors that influence the definition of reasonable growth scenarios. This includes consideration if the following:
- **Housing Quantum** – This considers how many homes are needed in the plan area to provide for local housing need (LHN) (irrespective of constraints and capacity to provide them).
 - **Should the plan provide above or below LHN?** – A discussion is set out concerning whether there is a compelling case for setting a housing requirement above or below LHN.
 - **Broad Housing Distribution** – This section examines the following questions:
 - **Should housing be distributed by Housing Market Area (HMA) or a single Borough wide approach?**
 - **Which broad areas within the plan area are more / less suited to growth?**
 - **Broad distribution options considered in preparation of the local plan**
 - **Conclusions on broad distribution issues**

Housing Quantum

- 5.6 This section of the report sets out the Local Housing Need (LHN) for the Borough (based on the Government's standard method). This is followed by an exploration of options for the Local Plan providing for a level of growth above or below LHN.

Background

- 5.7 The NPPF sets out the key elements of plan making which includes establishing Local Housing Need (LHN), based on the Government's standard method and developing a policy response to meet those needs.

Paragraph 11 of the NPPF states that, '*strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:*

i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or
ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.

- 5.8 Paragraph 61 of the NPPF states that, '*..strategic policies should be informed by a local housing need assessment, conducted using the standard method in national planning guidance. The outcome of the standard method is an advisory starting-point for establishing a housing requirement for the area. There may be exceptional circumstances, including relating to the particular demographic characteristics of an area which justify an alternative approach to assessing housing need; in which case the alternative approach should also reflect current and future demographic trends and market signals. In addition to the local housing need figure, any needs that cannot be met within neighbouring areas should also be taken into account in establishing the amount of housing to be planned for.*
- 5.9 Paragraph 001 of the Planning Practice Guidance states that, '*Housing need is an unconstrained assessment of the number of homes needed in an area. Assessing housing need is the first step in the process of deciding how many homes need to be planned for. It should be undertaken separately from assessing land availability, establishing a housing requirement figure and preparing policies to address this such as site allocations.*'
- 5.10 The following section sets out options for the Local Plan policy response to address LHN. This includes consideration of an appropriate supply 'buffer' which aims to ensure that LHN can be met taking into account any unforeseen delivery risks.

What is Test Valley LHN?

- 5.11 The Planning Practice Guidance (PPG) sets out the three-step method for calculating LHN that was introduced in 2017, a fourth step was introduced in 2020 but this does not apply to Test Valley¹⁸. The current Local Housing Need (LHN) for Test Valley Borough (derived from the standard method) is 550 dwellings per annum. This equates to an LHN of 11,000 dwellings over the plan period of 2020 – 2040. This is an 'uncapped' figure as in accordance with step 3 for calculating LHN a cap does not apply in Test Valley.

¹⁸ <https://www.gov.uk/guidance/housing-and-economic-development-needs-assessments>

Applying a housing land supply buffer

- 5.12 It is common practice for local plans to identify a housing land supply buffer over and above the LHN housing requirement. To give greater resilience in providing for the standard method housing requirement the Council is proposing to identify a housing supply buffer. Over the plan period this will help to ensure that the standard method housing requirement is delivered, and a 5-year land supply maintained taking account of issues such as any potential changes to the delivery trajectories of strategic sites. The scale of buffer has been identified with reference to approaches taken by other LPAs in recently adopted Local Plans. A buffer of around 10% over LHN is also considered appropriate in relation to local housing delivery rates and projected delivery rates from the mix of sites identified in the growth scenarios.

Should the housing requirement be set below LHN?

- 5.13 Test Valley is not affected by strategic constraints that would affect the ability to meet LHN (derived from the standard method). Furthermore, in view of the available housing supply options (considered further in this report) it is not considered reasonable to explore a growth scenario below LHN leading to unmet need. This position is unchanged since this issue was considered through SA at Regulation 18 Stage 1 (2022).

Should the Local Plan housing requirement be set above LHN?

- 5.14 The Planning Practice Guidance on Housing and Economic Needs Assessments sets out the scenarios (para 10.) whereby there may be justification for setting the housing requirement above LHN which include where:
- growth strategies for the area that are likely to be deliverable, for example where funding is in place to promote and facilitate additional growth (e.g. Housing Deals);
 - strategic infrastructure improvements that are likely to drive an increase in the homes needed locally; or
 - an authority agreeing to take on unmet need from neighbouring authorities, as set out in a statement of common ground.
- 5.15 The PPG also identifies that affordable housing needs can be a consideration in potentially setting a housing requirement over LHN where the PPG states that, '*An increase in the total housing figures included in the plan may need to be considered where it could help to deliver the required number of affordable homes*'. The potential scenarios for considering a housing requirement above LHN (as identified in the PPG) are set out below.

Is there a growth strategy justifying a housing requirement above LHN?

- 5.16 The Council's emerging economic and employment land strategy does not require housing delivery over and above LHN derived from the standard method. The latest employment land study (2023) prepared by DLP on behalf of the Council recommends a 'Growth Forecast' which has been established through analysis of projection figures from Experian, Cambridge Econometrics and Oxford Econometrics. This recommended scenario also factors in growth in key employment sectors identified in the Partnership for South Hampshire (PfSH) strategy work. The DLP assessment concludes that this growth scenario does not require housing delivery above LHN derived from the standard method.
- 5.17 The Council continues to work in partnership with neighbouring authorities including as part of the PfSH. There is no growth strategy agreed with neighbouring authorities or as part of the PfSH that would require the Local Plan housing requirement to exceed LHN.

Are there planned infrastructure improvements justifying a housing requirement above LHN?

- 5.18 There are currently no strategic infrastructure improvements planned within the Borough which would provide justification for a Local Plan housing requirement above LHN.

Are affordable housing needs a justification for a housing requirement above LHN?

- 5.19 It is important to consider local affordable housing needs and whether this is a factor (to be weighed in the balance) for setting the housing requirement above LHN. The PPG states that, *"An increase in the total housing figures included in the plan may need to be considered where it could help deliver the required number of affordable homes"*.
- 5.20 This issue has been considered within the Strategic Housing Market Assessment (2022) and specifically paragraphs 36 and 37 which does not support a housing requirement figure derived from meeting 'absolute' affordable housing needs.
- 5.21 The SHMA (para 36) states that caution should be exercised in trying to make a link between affordable need and planned delivery. This is because many households identified as having a need will already be living in housing so providing an affordable option does not lead to an overall net increase in housing. It is also important to note the substantial contribution of the private rented sector towards meeting need for subsidised housing for rent. The private sector role in provision of subsidised housing for rent contributes to addressing the need and it is not necessary for the Plan to address absolute affordable need.

- 5.22 The SHMA also states at paragraph 37 that although there is a notable need for affordable housing the SHMA report does not identify an affordable housing target. This is because the amount of affordable housing that can be delivered is limited by the amount that can be viably provided.
- 5.23 Setting a housing requirement above LHN to address absolute affordable housing need carries a significant risk of the local plan housing requirement not being provided for. In Test Valley Borough absolute affordable housing need is 120% of the standard method derived LHN (550 dpa) and this would lead to a housing requirement of 1222 dpa. The SHMA does not identify a demand for this level of market housing. Limitations in demand for market housing would likely result in the both the housing requirement and absolute affordable housing need not being provided for. This would result in the application of the punitive measures set out in NPPF Paragraph 11.
- 5.24 Therefore, due to limitations in market demand for housing, affordable housing viability and evidence from the latest SHMA it is not appropriate to identify a housing requirement above LHN on the basis of affordable housing need.

Is there unmet housing need (from neighbouring authorities) justifying a housing requirement above LHN?

- 5.25 In accordance with national policy and guidance, local plans should provide for objectively assessed needs for housing and other uses. This also includes working closely with neighbouring local authorities to address unmet housing needs which cannot be met within neighbouring areas.
- 5.26 Paragraph 11 of the NPPF states: *“strategic policies should, as a minimum, provide for objectively assessed needs for housing and other uses, as well as any needs that cannot be met within neighbouring areas, unless:*
- i. the application of policies in this Framework that protect areas or assets of particular importance provides a strong reason for restricting the overall scale, type or distribution of development in the plan area; or*
 - ii. any adverse impacts of doing so would significantly and demonstrably outweigh the benefits, when assessed against the policies in this Framework taken as a whole.*
- 5.27 Paragraph 010 of the PPG on Housing and Economic Needs Assessment also refers to circumstances where it may be appropriate to consider higher growth. Circumstances where this may be appropriate include but are not limited to situations where an authority may agree to take on unmet housing need from neighbouring authorities.
- 5.28 As part of the preparation of the Local Plan, the Council is liaising with neighbouring authorities regarding strategic cross-boundary matters including housing delivery. The Council is also taking a wider strategic approach to cross boundary issues with the Partnership for South Hampshire (PfSH).

5.29 The PfSH has produced a revised Spatial Position Statement (SPS) published in December 2023¹⁹. The SPS is a non-statutory high-level strategic plan, providing guiding principles to inform emerging local plans and assisting the local planning authorities in meeting the Duty-to-Cooperate, and its potential successor. This includes guiding principles for the delivery of housing and employment development in south Hampshire. The SPS provides a current 'snapshot' of housing need and supply for the PfSH authorities from 2023 – 2036. However, the SPS acknowledges that it is difficult to provide a definitive comparison between housing need and supply in the PfSH area given the different stages reached in preparing local plans. As local plans progress further housing supply will be identified and the SPS does not seek to identify or resolve any potential unmet housing need in South Hampshire. The SPS identifies 'broad areas of search for growth' but does not identify sites or the quantum of growth to come forward in these areas. Policy SP8 of the SPS identifies strategic principles for these 'broad areas of search for growth' which includes the following areas:

- South-east/east of Eastleigh Town (Eastleigh)
- Havant Town Centre (Havant)
- Waterlooville Town Centre (Havant) •
- Southleigh (Havant)
- **East of Romsey (Test Valley)**
- **South-west of Chandler's Ford (Test Valley)**
- East of Botley (Winchester)

5.30 The SPS does not provide any clear evidence to justify exploring setting the housing requirement above LHN. It does identify two areas of search in Test Valley, but this in and of itself does not serve as a reason to consider setting the housing requirement above LHN. The SPS places emphasis on local plans to determine the appropriate housing strategy for their area and the 'broad areas of search for growth' in terms of quantum and distribution. Should any definitive unmet housing need be identified through local plan preparation in South Hampshire agreement on quantum and distribution will be established through bilateral statements of common ground and reflected in the PfSH Statement of Common Ground.

5.31 A Statement of Common Ground (SOCG)²⁰ has been prepared with the PfSH authorities which sets out how the authorities will work together on strategic cross boundary issues in South Hampshire. The latest SOCG was published in September 2023 and will be updated as appropriate to take account of progress in the preparation of local plans in the PfSH area. The SOCG sets out progress on evidence streams that have informed the SPS. The SOCG also sets out a snapshot in the balance of housing need and supply (as of September 2023) but does not identify definitive unmet housing need for the area or how this would be distributed. As with the SPS, the SOCG states it is

¹⁹ [\(Public Pack\)Agenda Document for Partnership for South Hampshire \(PfSH\) Joint Committee, 06/12/2023 18:00 \(push.gov.uk\)](#)

²⁰ [\(Public Pack\)Agenda Document for Partnership for South Hampshire \(PfSH\) Joint Committee, 26/09/2023 18:00 \(push.gov.uk\)](#)

difficult at this stage to define any potential definitive unmet need due to the stage of local plan process across South Hampshire. The SOCG states that as part of the Duty to Co-operate process there will be bilateral SOCGs prepared between the PfSH authorities which would be the mechanism to address any potential unmet need.

- 5.32 It is anticipated that the majority of housing need (when measured against the NPPF 2023 standard method) for the PfSH area will be met through existing commitments including planning permissions, allocations in local plans and neighbourhood plans and through windfall. The Council received a request from Havant Borough Council regarding unmet housing need in response to the Test Valley Local Plan Regulation 18 Stage 1 consultation in 2022. However, this is not considered to be definitive unmet need as it has not been demonstrated why this housing cannot be accommodated in the Havant Plan area. Furthermore, need and delivery in Havant relates to need in a different Housing Market Area (HMA) so provision in Test Valley is considered inappropriate.
- 5.33 Should any definitive unmet be identified from neighbouring authorities during the preparation of the Test Valley Local Plan 2040 agreement will need to be reached on how this is distributed. It is anticipated that this will be through bilateral statements of common ground and reflected in the PfSH SOCG.

Conclusion on housing quanta options to examine further

- 5.34 The discussion above has established that there is no compelling reason to set the plan housing requirement below LHN. In accordance with the NPPF growth scenarios need to be established and appraised that are capable of meeting LHN and providing for an appropriate supply buffer. The discussion of strategic / top down factors presented above does not provide any clear basis for exploring scenarios that would involve setting the housing requirement at a figure above LHN. However, for South Test Valley only, the possibility should not be ruled out, given ongoing uncertainty regarding unmet need. This matter is discussed further below in relation to broad distribution and growth scenarios for the north and south of the plan area.

Broad Housing Distribution

Introduction

- 5.35 This section discusses relevant factors influencing the broad distribution of development under a series of thematic headings with distinctions made between the Northern and Southern Test Valley HMAs as appropriate.

Should housing be distributed by Housing Market Area (HMA)?

- 5.36 The Council has had a longstanding split in housing needs between the northern and southern Test Valley Housing Market Areas (HMAs) which is reflected in the adopted Local Plan. 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 closer relationship with South Hampshire, in meeting housing needs. It has therefore been appropriate to consider the two areas separately.
- 5.37 As part of the Local Plan preparation, an updated Strategic Housing Market Assessment²¹ and Housing Market Areas Study²² was prepared for the Borough to review LHN, the calculation of LHN between the HMAs and also to review the HMA boundaries.
- 5.38 The Housing Market Areas Study (2022) examined whether housing provision should be on the basis of a single borough wide HMA, or two or more HMAs and if so what the boundary split should be. The study reviewed the HMA split in the current adopted Local Plan and recommended a continued split between the northern and southern HMAs but with a revised boundary. The various data sources have taken account of the wider extent of the HMAs on a regional and sub-regional basis which cover much larger areas than the Borough, internal migration flows between local authorities and the relationship with larger surrounding settlements and Travel to Work Areas (TTWA).
- 5.39 The proposed boundary split is broadly following the route of the A30 across the centre of the Borough, east to west. This split reflects the wider regional context, functionality, commuting patterns and geography of the different parts of the Borough. The boundary split between NTV and STV would align with parish boundaries, with the parishes north of Stockbridge now within NTV and parishes from Stockbridge southwards are within STV.
- 5.40 In accordance with the latest SHMA and housing market areas study LHN is apportioned 57% in the Northern Test Valley HMA and 43% in the Southern Test Valley HMA. This equates to 6,270 dwellings in the Northern Test Valley HMA and 4,730 dwellings in the Southern Test Valley HMA. This split has been established on the basis of population in each HMA. There is no

²¹ <https://www.testvalley.gov.uk/housingandenvironmentalhealth/housing/housing-development/housing-policy-amp-research>

²² Housing Market Areas Study JG Consulting 2022 <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-local-communities>

compelling reason for the housing requirement for either HMA to be below LHN resulting in a need to exceed LHN in the northern or southern Test Valley HMA.

-]
- 5.41 As discussed in this section, it is appropriate to apply a housing supply buffer of approximately 10% to the Northern and Southern Test Valley LHN figures. Although there is currently no compelling reason to set the housing requirement above LHN there is merit in appraising growth scenarios above LHN in Southern Test Valley. This is in relation to the potential scenario of unmet housing need being identified from neighbouring authorities in south Hampshire during preparation of this plan. In the north of the plan area there is no anticipated unmet housing need from neighbouring authorities. Therefore, it is reasonable for Northern Test valley reasonable alternative growth scenarios to focus on delivering LHN and an appropriate supply buffer only.

What broad areas of the Borough are more suitable for growth?

- 5.42 The northern and southern Test Valley Housing Market Areas (HMAs) are not affected by an environmental or policy constraint (particularly as understood from NPPF footnote 7) to the extent that there would be a strategic argument for setting the housing requirement below LHN in either HMA. However, in relation to the conclusions of the preceding section, it is reasonable to test growth scenarios above LHN.

Broad distribution options considered so far

- 5.43 An extensive amount of work has been undertaken to date exploring broad distribution options through the plan making process to date. The following section sets out the consideration of options through the local plan consultation stages to date.

Issues and Options consultation (2018)

- 5.44 This consultation stage presented 5 options which at this early scoping stage of the plan concentrated on high level options prior to establishing spatial growth options at later stages of the plan. Options included:
1. Community led distribution primarily through Neighbourhood Plans and other forms of community led development with Local Plan allocations providing for residual housing requirement.
 2. Proportionate distribution of development to all parishes based on population.
 3. Development delivered primarily by Local Plan allocations with residual windfall allowance.
 4. New Settlement option.
 5. Hybrid approach capable of incorporating a combination of options.
- 5.45 This stage of consultation considered a lower proportion of growth in Andover and Romsey relative to the adopted Local Plan. The outputs of the

consultation concluded that a hybrid (combined) approach would be considered further.

Refined Issues and Options (2020)

- 5.46 This stage of consultation included discussion around the following options in the plan and
1. Focus of growth in Andover and Romsey
 2. Consideration of proportionate growth in southern Tier 2 settlements including Nursing and Rownhams and North Baddesley.
 3. Settlement hierarchy led distribution (including growth in the main settlements and rural settlements)
 4. Proportionate scale of growth in the rural area
 5. Hybrid approach capable of incorporating a combination of options.
- 5.47 The outputs of this stage of consultation refines the hybrid approach to focus growth in relation to the settlement hierarchy and particularly in Andover and Romsey. This hybrid approach also involves focusing growth in relation to economic centres and transport hubs in the main settlements.

Regulation 18 Stage 1 consultation (2022)

- 5.48 Further detailed work on broad distribution options was undertaken at this stage as set out in the Spatial Strategy Topic Paper and the Interim SA Report (2022)²³.
- 5.49 The Spatial Strategy Topic Paper provided a summary and analysis of the consultation responses to the spatial strategy (2018, 2020 consultation stages). Overall, this examined a spatial strategy approach of aligning growth with the settlement hierarchy but with more dispersed growth in comparison to the adopted Local Plan. At this stage the following broad distribution options were discussed:
1. Focus of growth in Andover and Romsey
 2. Settlement hierarchy led distribution (including growth in the main settlements and rural settlements)
 3. Concentrating development at key transport hubs and along public transport routes
 4. Concentrating development at key economic centres
 5. Proportionate distribution of development to all parishes based on population.
 6. New Settlement option.
 7. Hybrid approach capable of incorporating a combination of options.
- 5.50 At Regulation 18 Stage 1 the preferred strategy proposed a hybrid approach combining 3 of the options considered at this stage including:

²³ <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/local-development-framework/draft-local-plan-2040?chapter=4>

1. Focus of growth in Andover and Romsey
 2. Settlement hierarchy led distribution (including growth in the main settlements and rural settlements)
 3. Concentrating development at key economic hubs
- 5.51 The New Settlement option was appraised at this stage through the interim SA report and Spatial Strategy Topic Paper. Local Housing Need (LHN) derived from the standard method can be accommodated in accordance with the settlement hierarchy and the main settlements without the need for a new settlement. Also, in relation to the Duty to Co-operate and discussions with neighbouring authorities there is no definitive unmet housing need that would require consideration of a new settlement option in Test Valley. Therefore, at this stage the option of a new settlement was ruled out as unreasonable.
- 5.52 The Council has continued to work closely with the PfSH authorities in the preparation of the Spatial Position Statement and Statement of Common Ground. Should any definitive unmet housing need be identified a strategic approach would need to be agreed with the PfSH authorities regarding how this should be distributed across the PfSH area.
- 5.53 The option of concentrating development primarily at key transport hubs would in practice involve concentrating development both in the main settlements and at one or both of the rural train stations in the district. Concentrating development around the rural train stations would only be sustainable as part of a new settlement approach which has been ruled out at this stage as set out above.
- 5.54 A proportionate approach to distributing development to all parishes based on population would not be consistent with the settlement hierarchy and would not take account of the role and function of settlements in the parishes and their ability to accommodate growth.
- 5.55 Overall, the emerging spatial strategy at this stage identified a focus for growth in the market towns of Andover and Romsey and also a wider distribution of growth to a larger number of settlements in accordance with the settlement hierarchy. Enabling growth at our larger number of settlements including at our rural communities was supported through responses received to the Refined Issues and Options.
- 5.56 Following Regulation 18 Stage 1 the emerging spatial strategy and reasonable alternative growth options take into consideration both ‘top down’ and ‘bottom up’ factors. ‘Top down’ factors include the focus of growth proportionately in accordance with the settlement hierarchy with the main focus of growth in Andover and Romsey.
- 5.57 Following Regulation 18 Stage 1, support was given to enabling growth in a larger number of settlements, including in the rural area. The emerging spatial strategy for northern and southern Test Valley (including the rural area) has been informed by top down (strategic) and ‘bottom up’ (sites) factors.

Strategic factors have included objectively assessed housing need, the settlement hierarchy and broad distribution factors influencing the location of development. In accordance with the settlement hierarchy, it is appropriate for growth to be primarily directed to the main settlements in providing for local housing need (LHN). The main settlements including Andover and Romsey are accessible and well connected to community facilities, infrastructure, employment and public transport. A number of good sites have been promoted at the main settlements capable of delivering LHN. On this basis, there is no compelling reason to direct larger scale strategic housing growth to the rural area. In the rural area, smaller scale growth in accordance with the settlement hierarchy is appropriate to support sustaining local facilities in these settlements. Growth in the rural villages is not required to meet LHN but will make a smaller contribution to meeting housing need. In consideration of responses received at Regulation 18 Stage 1, there is support for community led development and Neighbourhood Plans as the appropriate mechanisms for delivering growth in the rural area. On this basis, the council will provide support for communities producing neighbourhood plans and provide housing requirements for designated neighbourhood plan areas (in accordance with NPPF paragraph 66). The local plan will not propose to allocate sites in the rural area of Test valley Borough.

- 5.58 Alongside strategic ‘top down’ factors, ‘bottom up’ factors must be considered including the ‘merits of the sites’ and land supply options. The following section of this report considers defining and appraising reasonable alternative growth scenarios for the northern and southern Test Valley HMAs taking on board ‘top down’ and ‘bottom up’ factors. This takes the local plan a step further beyond the appraisal of conceptual approaches which were assessed at previous consultation stages. It has only been possible to define reasonable alternative growth scenarios and sites packages at this stage following site appraisal work, evidence gathering and Infrastructure Delivery Plan (IDP) preparation following the regulation 18 Stage 1 consultation.

Conclusion on broad distribution Issues

- 5.59 This section has sought to:
- Set out reasons why the housing requirement for the northern and southern Test Valley HMAs should be based on LHN (derived from the standard method) including a supply buffer.
 - There is no clear justification for setting a housing requirement in the northern or southern HMA that is below LHN resulting in a need to exceed LHN in one of the Test Valley HMAs.
 - Present reasons why it is appropriate to define reasonable alternative growth scenarios capable of providing for LHN and a supply buffer. This includes the appraisal of scenarios that are above LHN in the south of the plan area.

5.60 Identify strategic broad distribution factors with a bearing on housing distribution and site selection in northern and southern Test Valley, including:

- Northern and Southern Test Valley are not significantly affected by environmental and policy constraints that affects the ability to meet LHN.
- The settlement hierarchy and the need to locate development in the main settlements that are accessible and well connected to community infrastructure, facilities and public transport.
- Need for a balanced strategy and distribution of growth between the northern and southern Test Valley HMAs that will provide for LHN in each area with a range of site size and type.
- Delivering proportionate growth in the rural area will not require local plan allocations and support will be provided for community led development and neighbourhood development plans to deliver housing in rural settlements.

Site Options

Introduction

5.61 This section of the report sets out the stages of the site selection process that has provided an input into the process of identifying reasonable alternative growth scenarios where both ‘strategic’ and ‘bottom up’ (sites) factors are considered together. The stages of the site selection process that have informed the identification of a shortlist of sites (or preferred sites pool) are set out below:

Stage 1 - SHELAA

5.62 The first stage of the site selection process considers the merits of individual sites from the Test Valley Strategic Housing and Economic Land Availability Assessment (SHELAA). This includes a high-level assessment of site suitability, availability and achievability in accordance with national guidance. This includes an assessment of sites submitted through the SHLEAA, sites submitted through the Local Plan and other sources in accordance with the national Planning Practice Guidance (PPG). The SHELAA includes a series of settlement specific maps and site specific proformas and is available to view on the council’s website²⁴.

5.63 As part of the preparation of the 2023 SHELAA update an urban potential assessment has been undertaken within the settlement boundaries of Andover and Romsey. The purpose of this study is to undertake an officer assessment identifying further potential housing sites for inclusion in the SHELAA.

5.64 The following additional sources of sites were examined as part of the urban potential study to assess housing land potential over and above sites already submitted to the SHELAA. The process was undertaken to ensure that in accordance with the NPPF that efficient use is made of brownfield land in the main settlements. The identification of urban extensions to meet housing need is only undertaken following utilisation of brownfield land.

- Brownfield Land Sites (including those within the Brownfield Land Register)
- Vacant / derelict land
- Sites subject to recent planning applications
- Commercial sites no-longer required to meet market demand
- Sites identified within the Andover and Romsey Town Centre Masterplans.
- Land identified as surplus to private / public sector requirements.

²⁴ <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/strategic-housing-economic-land-availability-assessment-shelaa-2021-call-for-sites>

Stage 2 - Site Size Threshold

- 5.65 Following completion of the SHELAA a site size threshold of 10 dwellings is applied as a further filter for potential site allocations. The NPPF defines major development' as sites of 10 or more dwellings. This is considered the minimum site size threshold for strategic sites allocated in the local plan.

Stage 3 – Site Constraints

- 5.66 Stage 3 of the site selection filtering process includes an assessment of constraints that may affect site deliverability and reduce site capacity to below 10 dwellings. Site constraints are identified through GIS data, evidence studies, planning and appeal decisions. On and or off-site constraints may result in an entire site being undeliverable or reduced development potential.

Stage 4 - Consistency with Strategic Factors

- 5.67 The fourth filtering stage involves an assessment of sites against strategic factors. Development should be located proportionately in accordance with the settlement hierarchy with a primary focus in Andover and Romsey and proportionate growth in Tier 2 settlements. LHN can be provided for in the main settlements with key infrastructure and facilities to accommodate growth.
- 5.68 Smaller scale development can be accommodated in the rural area to help sustain rural settlements. There is no compelling reason for the local plan to allocate sites for housing in the rural area. Neighbourhood Plans and community led development can provide for proportionate growth in the rural areas consistent with the settlement hierarchy. Sites have also been excluded where they are within Made Neighbourhood Plan areas and designated areas where a Neighbourhood Plan is being progressed.

Stage 5 – Site Appraisals

- 5.69 The fifth stage of filtering involves the appraisal of sites against the SA Framework. This assessment process has also been informed by our evidence base and technical assessment work submitted by site promoters. This stage has also included informal consultation with key stakeholders and statutory bodies to assess site suitability and deliverability. A further element of this stage has involved an officer assessment of site capacity to sense check the capacity of submitted sites. The site appraisals are included at Appendix IV.

Pool of Preferred Sites

- 5.70 Following stages 1 – 5 a preferred pool of sites is established for the northern and southern Test Valley. The northern and southern HMAs have separate LHN figures derived from the overall standard method figure for the Test Valley plan area. At this stage the pool of sites includes a range of sites for more detailed assessment to provide choice and flexibility in establishing growth options and reasonable alternatives. The preferred pools of sites in

NTV and STV have been subject to further detailed assessment which has included the following:

Evidence Studies

- 5.71 A number of evidence studies are being prepared to inform preparation of the local plan and also the refinement of site options through further assessment of deliverability. Key evidence studies informing this stage of the process include:
- A **Transport Assessment** has been undertaken including transport modelling to assess the impact of sites which has informed definition of the 'preferred pool of sites' and reasonable growth scenarios.
 - An **Air Quality Assessment** has been prepared in step with transport assessment to assess the cumulative impact of planned development in the Local Plan including potential site allocations.
 - A **Viability Assessment** has been prepared assessing the viability of sites in the preferred pool in terms of the impact of local plan policy requirements and developer contributions.
 - A **Level 1 Strategic Flood Risk Assessment** has been prepared which provides an updated assessment of flood risk for the plan area taking into account the latest available data and climate change allowances.
 - The **Water Cycle Strategy** assesses the current and future position regarding water resources, supply, wastewater conveyancing and treatment, and water quality and the environment over the plan period to 2040. This study informs the distribution and phasing of development with regard to the location and quantum of development that can come forward within the capacity of water and wastewater infrastructure and environmental impacts.
 - A **Landscape Assessment** has been undertaken providing an assessment of the landscape sensitivity of SHELAA sites and how this may affect deliverability.
 - A **Local Gaps** Study has been prepared to review the local gaps that are designated in the adopted Local Plan. This also provides an assessment of where potential allocation sites have an impact on a local gap.
 - **Habitats Regulation Assessment (HRA) and Appropriate Assessment (AA):** As part of the ongoing process of HRA an ecological assessment of the preferred pool of sites has been undertaken prior to the HRA of the Regulation 18 Stage 2 consultation document to inform site selection.

Informal Stakeholder Engagement

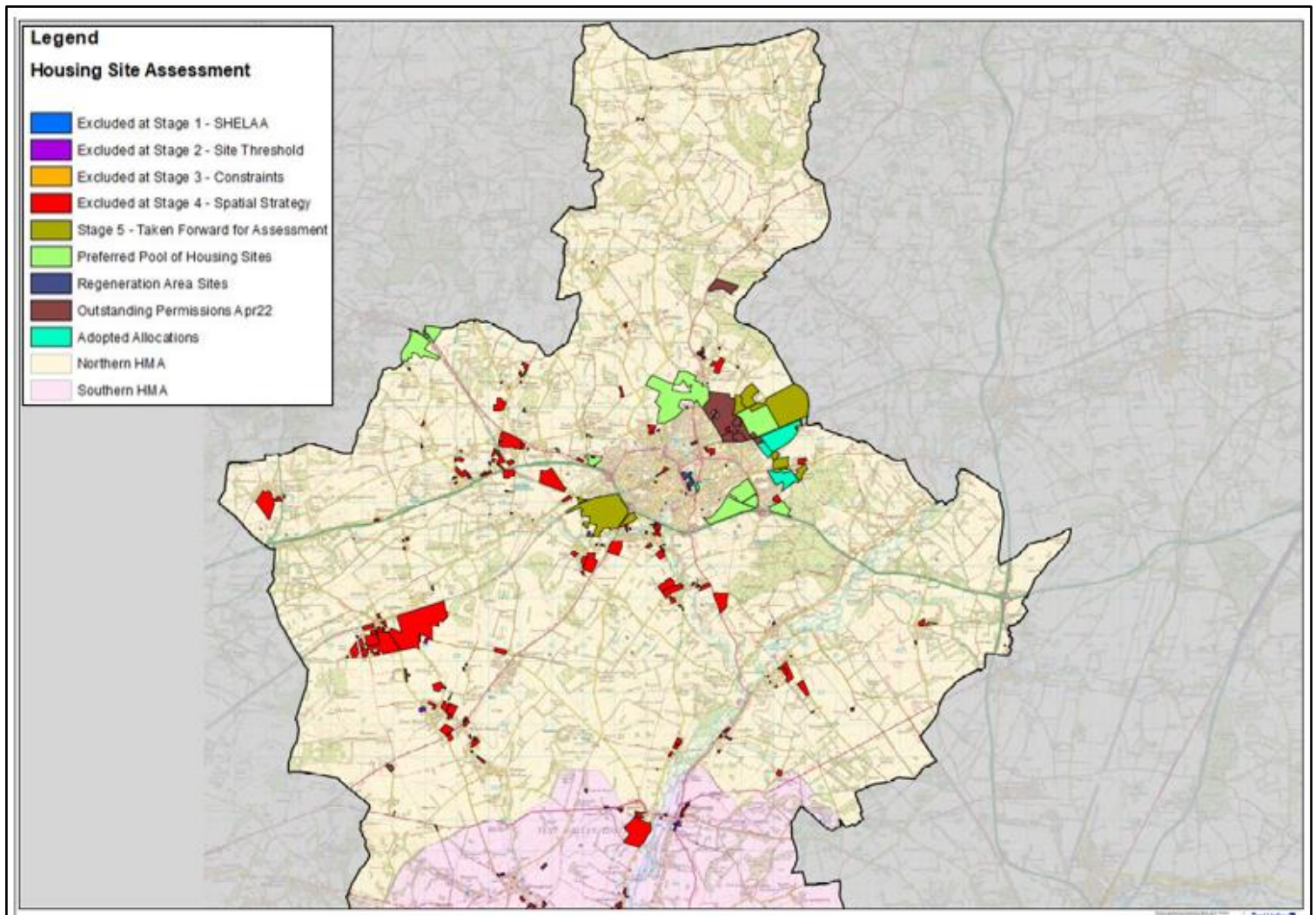
5.72 Further engagement has been undertaken with key stakeholders to refine the preferred pool of sites. This has included engagement with the following:

- Hampshire County Council
- Environment Agency
- Natural England
- Historic England
- Highways England
- Southern Water
- Hampshire and Isle of White Integrated Care Board (ICB)

5.73 The following SHELAA sites were assessed as part of Stage 5 of the site selection process and subject to SA appraisal:

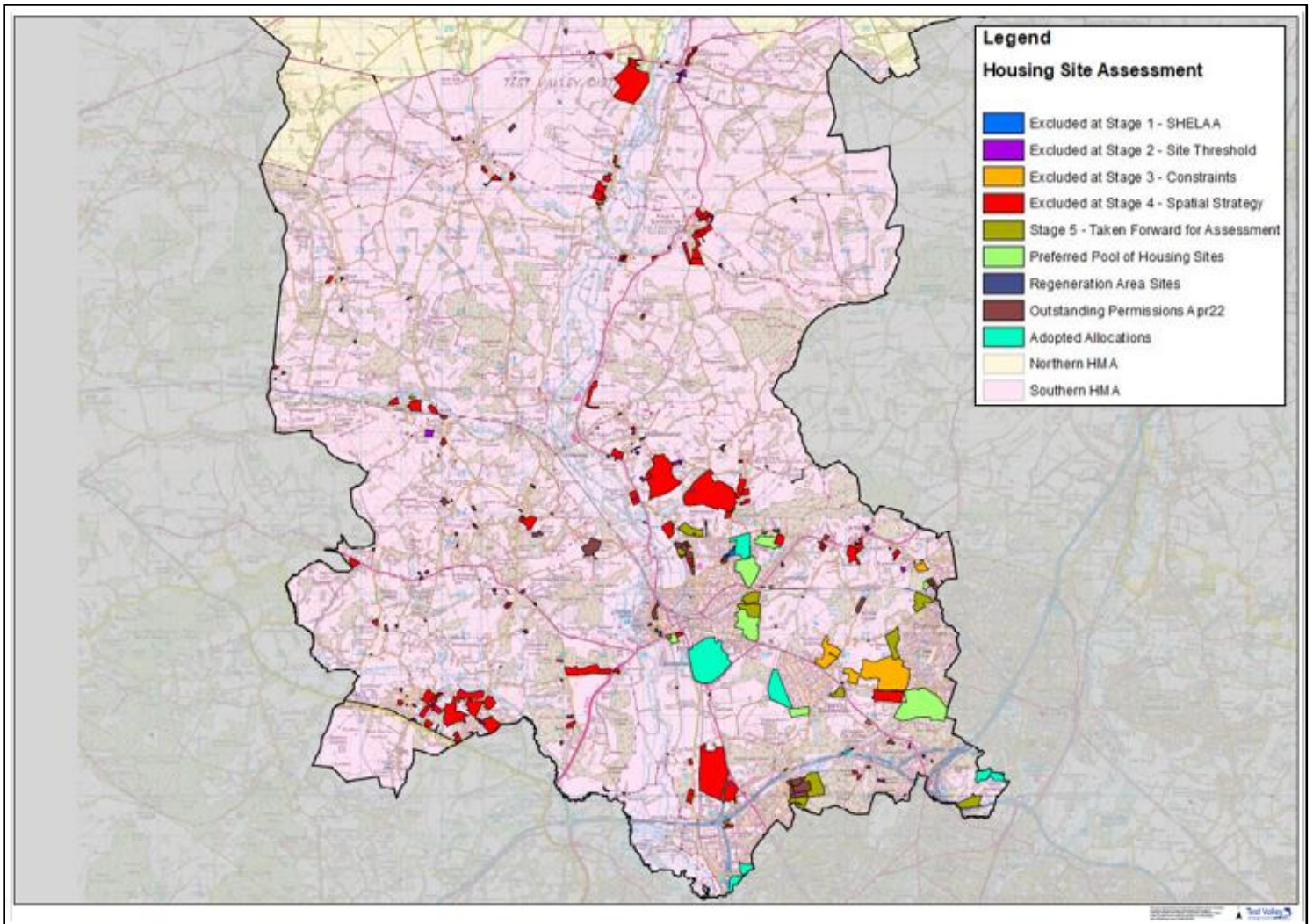
Northern Test Valley Sites

Figure 5: Northern Housing Site Options



Southern Test Valley Sites

Figure 6: Southern Housing Site Options



Reasonable Growth Scenarios

Introduction

- 5.74 Following consideration of strategic factors and sites options the next step is to identify reasonable growth scenarios for appraisal and consultation. Defining growth scenarios involves a process of considering both strategic (top-down) and bottom-up (sites) inputs).
- 5.75 This section discharges the central requirement of the SA process as set out in Regulation 12 (2) of the SEA Regulations, which is to appraise and consult on 'reasonable alternatives'.
- 5.76 This section is structured as follows:
- **HMA Growth Scenarios** – Setting out the justification for establishing separate reasonable growth scenarios for the northern and southern Test Valley HMAs.
 - **Housing Market Area Sections** – This section includes separate sections for the northern and southern HMAS defining reasonable growth scenarios. In each section the following issues are covered:
 - The housing requirement (LHN)
 - Broad Distribution Factors / Settlement Hierarchy
 - Shortlisted Sites (Preferred Pool)
 - Definition of Reasonable Growth Scenarios

HMA Growth Scenarios

- 5.77 One approach to identifying reasonable growth scenarios is to identify a single set of scenarios and choices for the plan area. However, there is a strong case in Test Valley to establish two sets of reasonable alternative growth scenarios including one for the north and one for the south. The Council has had a longstanding split in housing needs between the northern and southern Test Valley Housing Market Areas (HMAs) which is reflected in the adopted Local Plan. 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 closer relationship with South Hampshire, in meeting housing needs. It has therefore been appropriate to consider the two areas separately. The LHN derived from the standard method is split between the northern and southern HMAs accordingly. The justification for splitting LHN by HMA and in accordance with population is also supported by the Test Valley Strategic Housing Market Assessment (2022).

Southern Test Valley

Housing Quantum

5.78 The following table sets out the Local Housing Need (LHN) (derived from the standard method) balanced against existing housing supply to establish a residual housing requirement.

Table 2 Southern Test Valley Housing Quantum

Standard Method LHN	The Standard Method for STV is 238dpa and 4,756 homes over the plan period 2020 – 2040.	
Standard Method + 10% Supply Buffer	5232	
Housing Supply Components	Commitments	3170
	Urban SHELAA	25
	Town Centre Master Plans	30
	Windfall	374
	Neighbourhood Plans	70
Current Housing Supply (total)	3,669	
Residual Requirement (LHN)	1,087	
Residual Requirement with 10% supply buffer	1,563	

5.79 Test Valley Borough Council is engaged in ongoing discussions regarding housing provision and unmet need with neighbouring authorities including the PfSH (Partnership for South Hampshire) authorities. As concluded in the previous section, there is currently no definitive unmet housing need from neighbouring authorities to accommodate in Test Valley. However, there is potential for unmet housing need from south Hampshire authorities to be identified during preparation of this plan. Therefore, it is appropriate to identify and appraise reasonable alternative growth scenarios in the south of the plan area only. However, these growth scenarios would need to be reassessed if definitive unmet need is identified during the preparation of the Test Valley Local Plan 2040.

Broad Distribution Factors

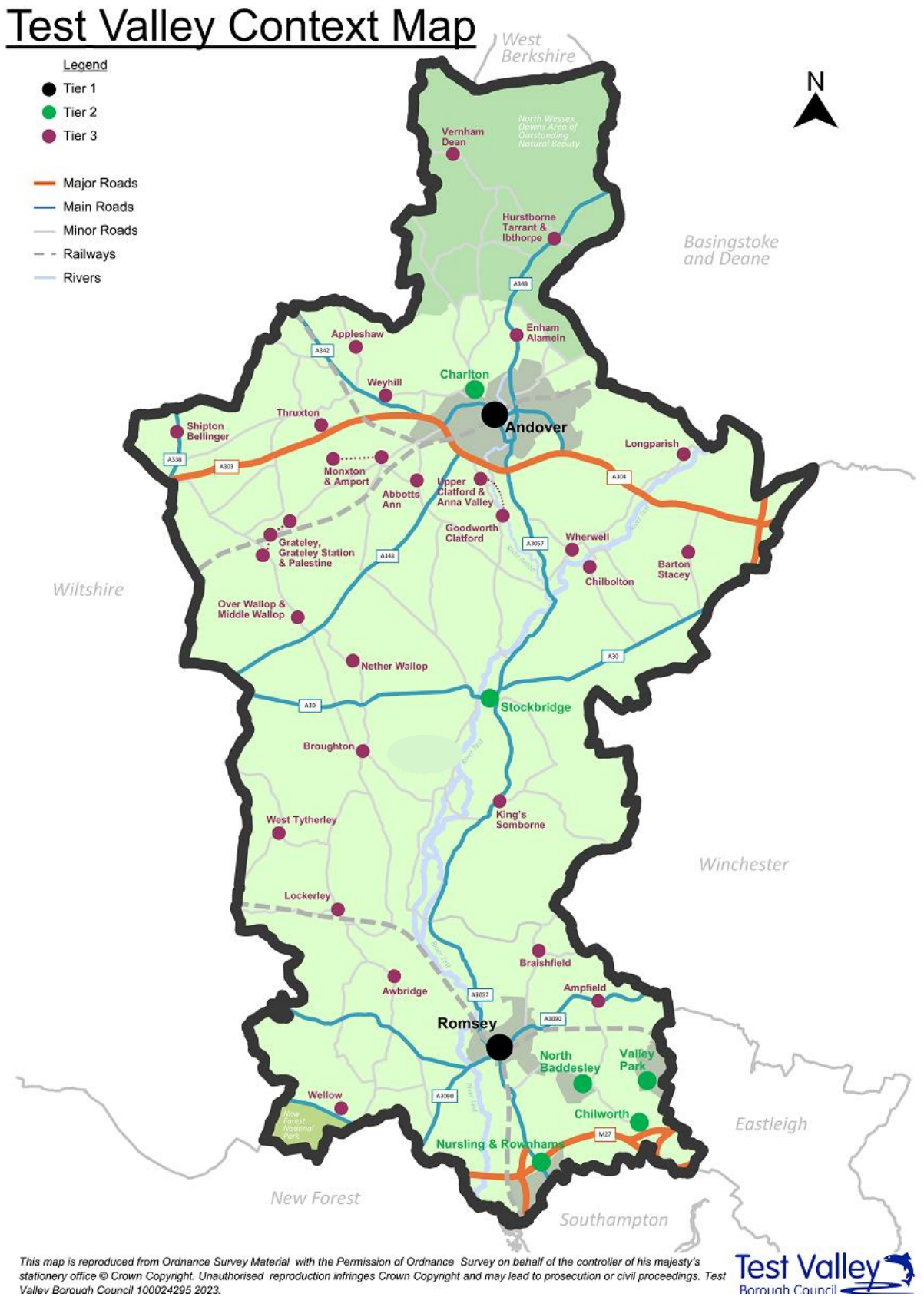
5.80 The following section provides a discussion regarding factors influencing the broad distribution of growth in relation to the settlement hierarchy and individual (Tier 1 and 2) settlements in southern Test Valley.

5.81 **Romsey** is the only Tier 1 settlement in southern Test Valley and provides the centre for provision of key services, facilities, employment centres and

transport connectivity. There is also a train station in Romsey connected to a mainline route that provides good connectivity to the south including Southampton, Portsmouth and London. Romsey is also well connected to the wider urban area to the south including Chandlers Ford, Eastleigh, and Southampton. Therefore, there is a strong argument for directing a significant proportion of growth to Romsey as the main settlement in the south of the Borough and is also consistent with the spatial strategy hybrid approach option. The level of growth in Romsey will also need to take account of the recent high rate of growth in the north of the town and committed housing growth in the south of the town. This includes development associated with adopted local plan allocations in the north of the town Abbotswood (790 dwellings), Ganger Farm (c275 dwellings) and recent development along Cupernham Lane. In the south of the town the adopted local plan allocation at Whitenap is anticipated to deliver c1,100 - 1300 dwellings.

- 5.82 **North Baddesley, Nursling and Rownhams, Valley Park** are Tier 2 settlements located in the south of the plan area. These settlements have access to a range of services, facilities and employment centres where they can be considered for a proportion of new housing supply commensurate to their status. These settlements also have connectivity to the urban area of Southampton, Chandlers Ford and Eastleigh.
- 5.83 **Chilworth** is also a Tier 2 settlement in the south with a more limited local offer but reasonably well connected to higher order settlements. However, constraints including a conservation area, and a biodiversity constraints in the form of locally designated woodlands make it less suitable for growth in the local plan.
- 5.84 Within the south, **West Wellow** is one of the larger rural settlements for consideration. At Regulation 18 Stage 1 in 2022 West Wellow was considered as a potential Tier 2 settlement. However, the settlement is more rural with a range of facilities and infrastructure commensurate with a Tier 3 village. The settlement is also heavily constrained by proximity to the New Forest National Park and historic park and garden. Furthermore, a Neighbourhood Plan is currently being progressed for Wellow which is dealing with housing provision of a scale commensurate with its status as a Tier 3 village. The local plan settlement hierarchy proposes that West Wellow as a Tier 3 village.
- 5.85 The remaining settlements in southern Test Valley comprise 10 smaller villages in in relative proximity to Romsey and 3 larger villages to the north that relate closely to **Stockbridge**. As set out in the previous section, in the rural area the emerging strategy is to encourage Neighbourhood Plan and community led development of a proportionate scale. The Local Plan proposes to focus growth in the main settlements and not to identifying strategic residential allocations in the rural area.
- 5.86 Figure 7 below shows the distribution of these settlements in Test Valley in the context of the settlement hierarchy:

Figure 7 Test Valley Settlement Context Map



Site Options (bottom up)

- 5.87 The previous section ‘Site Options’ set out the site selection process which led to the identification of the ‘preferred pool’ of sites. This section sets out the consideration / appraisal of the preferred pool of sites and how this has informed identification of growth scenarios for appraisal.
- 5.88 The following sites are included in the ‘preferred pool’ of sites for southern Test Valley which have a combined capacity of 3114 dwellings which is significantly in excess of the residual housing need to meet LHN derived from the standard method.

Table 3: Southern Test Valley Preferred Pool of Sites

Settlement	Site	Officer Assessed Capacity
Romsey	SHLEAA 139, 282, 356, 370 Halterworth	1150
	SHELAA 284 Ganger Farm	340
	SHELAA 154 Land South of the Bypass	110
	SHELAA 344 Brentry Nursery	250
Valley Park	SHELAA 82, 285 Velmore Farm	1,070
	SHELAA 295 Land to north of King Edward Park	44
North Baddesley	SHELAA 19, 255 Packridge Farm	150
Totals		3114

- 5.89 There are no shortlisted sites within the Tier 2 settlement of Chilworth over and above the rolled forward adopted Local Plan allocation (Park Farm, Stoneham, Policy COM5). One site in Chilworth (Site 146 Land at Chilworth Old Village, 10 dwellings) reached Stage 5 of the site selection process but was discounted due to impact on the settlement character, landscape and poor range of local facilities. There are several constraints affecting the village and there are no compelling reasons for additional strategic scale growth here.

New Settlement Options

- 5.90 A new settlement option at Lee²⁵ has been promoted through the Local Plan but this has not been shortlisted as a preferred option. The option of new settlements has been discussed earlier in this section. This option has been considered at Regulation 18 Stage 1 and through the interim SA report. Local Housing Need (LHN) can be accommodated in accordance with the settlement hierarchy and the main settlements without the need for a new settlement. Also, in relation to the Duty to Co-operate and discussions with neighbouring authorities there is no definitive unmet housing need that would require consideration of a new settlement option in Test Valley.
- 5.91 A new settlement may need to be in the region of 1,500 homes to achieve economies of scale and placemaking. The net housing requirement of 1,157

²⁵ SHELAA Site 159 Grove Farm (2000 dwellings).

dwellings plus a supply buffer can be delivered sustainably in the main settlements without a need for a new settlement. There is insufficient housing need to justify a new settlement, even when considering potential housing delivery beyond the end of the plan period. The preferred pool of sites and existing housing land supply capacity provide a range of sites in terms of size and type to ensure a robust housing trajectory. Reliance on a potential new settlement would also introduce significant risk in relation to the lead in and delivery times associated with new settlements.

Reasonable Growth Scenarios

- 5.92 Following consideration of ‘top down’ and ‘bottom-up’ factors the next step is to define reasonable growth scenarios (alternative site combinations) capable of delivering LHN with a supply buffer. Reasonable alternative scenarios also consider options capable of delivering a modest quantum over and above LHN.
- 5.93 The purpose of establishing reasonable alternative scenarios is not to explore all possible alternative combinations of the shortlisted site options. Reasonable growth scenarios have been established with regard to settlement specific considerations which consider total quantum of housing and consistency with the spatial strategy. This includes the focus of growth in Tier 1 and 2 settlements in accordance with the settlement hierarchy.
- 5.94 The reasonable growth scenarios will include sites that are identified as ‘constants’ and ‘variables’. ‘Constants’ are those sites that perform relatively well, are consistent with strategic factors / spatial strategy and can be held constant across all growth scenarios.
- 5.95 The following sites have been identified which can be held ‘constant’ across all growth scenarios in southern Test Valley:
- **Land to north of King Edward Park/St James’ Park, Valley Park – 44 homes (SHELAA 295)**
 - **Land south of bypass, Romsey – 110 homes (SHELAA 154)**
 - **Ganger Farm, Romsey – 340 homes (SHELAA 284)**
- 5.96 The two sites identified in Romsey perform well through SA appraisal and are located in close proximity to essential services and infrastructure. They are also consistent with the spatial strategy for the south in directing a significant proportion of growth to the main settlement of Romsey. On this basis, they remain constant in all growth scenarios. The King Edward site performs relatively well through SA and is capable of delivering approximately 44 C2 units which contributes towards the need identified in the Strategic Housing Market Assessment (SHMA) 2022.
- 5.97 The four site options identified as ‘variables’ include:
- **Brentry Nursery, Romsey – 250 homes (SHELAA 344)**
 - **Velmore Farm, Valley Park – 1,070 homes (SHELAA 82, 285)**

- **Packridge Farm, North Baddesley – 150 homes (SHELAA 19, 255)**
- **Halterworth, Romsey – 1150 homes – 1,150 homes (SHELAA, 139, 282, 356, 370).**

5.98 Brently Nursery is identified as a ‘variable’ site as it performs less well through SA appraisal and has challenges regarding connectivity to the main Romsey urban area. Halterworth is a large strategic site and is identified as a ‘variable’ in view of the scale of growth that may be appropriate in Romsey (in view of past growth and commitments) and in combination with consideration of constraints including landscape.

5.99 Halterworth and Velmore Farm are sites with comparable housing capacity. The performance of both sites through SA is similar in that they are both located adjacent to a main settlement with access to key services and facilities. Both sites are also located in designated local gaps and in areas with existing transport congestion. The sites are identified as ‘variables’ based on the need to appraise alternative distribution options between the southern Tier 1 and 2 settlements capable of delivering LHN and a supply buffer.

5.100 Packridge Farm is identified as a ‘variable’ as this site performed less favourably through SA due to its relationship to the settlement edge of North Baddesley and landscape sensitivity.

5.101 Of the ‘variable’ sites the following sequential order of preference can be identified:

- **Velmore Farm, Valley Park – 1,070 homes (SHELAA 82, 285)**
- **Halterworth, Romsey – 1150 homes – 1,150 homes (SHELAA, 139, 282, 356, 370).**
- **Brently Nursery, Romsey – 250 homes (SHELAA 344)**
- **Packridge Farm, North Baddesley – 150 homes (SHELAA 19, 255)**

5.102 Velmore Farm performs relatively well through SA and is located close to a range of key facilities and infrastructure in the adjoining urban areas of Chandlers Ford, Eastleigh and Southampton. The site is located within a local gap but development of the site would still maintain a gap²⁶. The site is located to a congested transport network but transport modelling concludes the impact of the site compared to the baseline position would not be significant.

5.103 Halterworth also performs relatively well through the SA and is located close to a range of key facilities and infrastructure in Romsey. The site is also located in a local gap, but development of the site would still maintain a gap. The site is located adjacent to a congested transport network, but transport modelling has concluded that the impact of the site compared to the baseline position would not be significant. The site is also less well connected through walking and cycling routes in comparison to Velmore Farm. Furthermore, consideration needs to be given to the cumulative impact of growth that has

²⁶ Landscape Study 2023

taken place in Romsey including existing commitments, adopted Local Plan allocations (including Whitenap) and proposed allocations in the draft local plan.

- 5.104 Brentry Nursery is located on the northern Romsey settlement edge but has challenges in terms of connectivity to the main urban area and performs less well through SA.
- 5.105 Packridge Farm is the least sequentially preferential as it relates poorly to the settlement edge of North Baddesley and the pattern of development. Development of this site has the potential to give rise to urban sprawl that also narrows the settlement gap between North Baddesley and Nursling and Rownhams. The area to the south of the site is also an area of higher landscape sensitivity.
- 5.106 In view of the site and strategic considerations set out above a range of reasonable growth scenarios have been identified and set out in Table 5. The options have been established to explore the following issues:
- The appropriate growth strategy, in terms of quantum and distribution for Romsey.
 - The appropriate overall strategy for southern Test Valley in terms of the quantum and distribution
 - The merits of a large-scale mixed use strategic urban extension adjacent to the Eastleigh conurbation.
 - The sensitivity of the Halterworth and Romsey / North Baddesley landscape gaps, informed by the Local Gaps Study (2023).
 - Whilst there is currently no clear strategic case for setting the housing requirement above LHN there is merit in identifying reasonable growth scenarios in the south of the plan area that exceed LHN based on the supply of preferred sites in the southern HMA.
- 5.107 Further considerations informing the strategy for southern Test Valley are as follows:
- **Supply buffer** – In providing for LHN a housing supply buffer provides greater flexibility in meeting the housing requirement. For the purposes of the growth scenarios a supply buffer of approximately 10% is considered appropriate. However, through the plan making process further work regarding delivery risks / certainty across the supply components may identify that a slightly lower supply buffer is appropriate.
 - **Neighbourhood Plans housing supply** – Housing land supply from 'Made' and emerging Neighbourhood Plans in southern Test Valley is small scale and contributes to localised need in smaller rural settlements. Once Neighbourhood Plans are 'Made' housing supply from these plans will contribute to the housing requirement and maintaining a 5-year housing land supply. The rural strategy for Test Valley includes providing encouragement and support for parishes in the preparation of Neighbourhood Plans and plans that deal with housing. Any Parish

Council wishing a strategic steer in respect of housing growth can request this from the Council.

- **Neighbourhood Plan Housing Requirement** - Through the preparation of the Local Plan housing figures will be assigned to designated Neighbourhood Plan areas in accordance with NPPF paragraphs 66 and 67. These figures form part of the rural housing requirement and will be counted towards LHN. Total housing delivery from Neighbourhood Plans over the plan period is uncertain. A conservative assessment of housing potential from neighbourhood plans has been made based on currently designated neighbourhood plan areas.
- **Rural Housing Requirement** – A housing figure is proposed for the rural area of Test Valley with a split between the southern and northern HMAs. The rural housing figure is small scale and is not required to meet LHN but contributes to the supply buffer. The rural housing requirement comprises the following components of housing supply:
 - Existing housing supply in the rural area (from completions and outstanding commitments 2020 -2022).
 - The total housing proposed through providing draft housing requirements for designated neighbourhood plan areas.

Table 4: Rural Housing Figure

	Borough wide 2020-40	Southern TV 2020-40	Northern TV 2020-40
Total Existing Housing Supply	432	212	220
Total housing proposed through Neighbourhood Plan Requirements	110	70	40
Rural Area Total	542	282	260

Table 5 Reasonable Alternative Growth Scenarios for Southern Test Valley²⁷

Housing Supply and Proposed Allocations		Reasonable Growth Scenarios			
		Scenario 1 Velmore Farm	Scenario 2 Velmore Farm, Packridge, Farm Brenry Nursery,	Scenario 3 Halterworth	Scenario 4 Halterworth. Packridge Farm, Brenry Nursery
Supply Components	Commitments	3170	3170	3170	3170
	Urban SHELAA	25	25	25	25
	Town Centre Master Plans	30	30	30	30
	Windfall	374	374	374	374
	Neighbourhood plans supply	70	70	70	70
Constants	295 Land to north of King Edward Park /St James' Park, Valley Park	44	44	44	44
	154 Land south of bypass, Romsey	110	110	110	110
	284 Ganger Farm, Romsey	340	340	340	340
Variables	344 Brenry Nursery, Romsey	0	250	0	250
	82, 285 Velmore Farm, Valley Park	1070	1070	0	0
	19, 255 Packridge Farm, North Baddesley	0	150	0	150
	139, 282, 356, 370 Halterworth, Romsey	0	0	1150	1150
Total homes		5,233	5,633	5,313	5,713
% above/below LHN (4,756)		10%	18%	11%	20%
Potential for unmet need		0	400	80	480

²⁷ The SA was undertaken based on housing land supply figures from April 2022. These figures will be updated as appropriate for the proposed submission plan at regulation 19. The recent update to housing supply (as of 1st April 2023) do not affect the conclusions of the SA at this stage.

Northern Test Valley

Housing Quantum

5.108 The following table sets out the Local Housing Need (LHN) (derived from the standard method) balanced against existing housing supply to establish a residual housing requirement.

Table 6: Northern Test Valley Housing Quantum

Standard Method LHN		6,304 (2020 – 2040)
Standard Method + 10% Supply Buffer		6934 (2020 – 2040)
Housing Supply Components	Commitments	1647
	Urban SHELAA	480
	Town Centre Master Plans	522
	Windfall	493
	Neighbourhood Plans	40
Current Housing Supply (total)		3,182
Residual Requirement		3,122
Residual Requirement + 10% supply buffer		3,752

5.109 As concluded from the previous section there is no strategic case for identifying reasonable alternative growth scenarios in the north of the plan area above LHN.

Broad Distribution Factors

5.110 The following section provides a discussion regarding broad distribution factors as it relates to the settlement hierarchy and settlements in the north of the plan area.

5.111 **Andover** is the only Tier 1 settlement in northern Test Valley and provides the centre for provision of key services, facilities, employment and transport connectivity. The town is well connected to the strategic road network and has rail connectivity on the London line via Basingstoke and to Romsey via Southampton.

5.112 **Charlton** is a Tier 2 settlement which is contiguous with the settlement boundary of Andover. Charlton has a 'Made' Neighbourhood Plan which deals with housing to contribute towards localised need. Due to the close spatial relationship with Andover, it is appropriate to consider strategic options around the wider Andover / Charlton area. The 'Made' Charlton

Neighbourhood Plan has allocated a site for 50 dwellings and this is considered proportionate growth for Charlton in the preparation of this Local Plan. There are a number of strategic site options adjoining Andover that closely relate to Charlton e.g. Manor Farm and in conjunction with Charlton NDP housing provision it is considered that no further allocations directly adjoining Charlton are required in this plan.

- 5.113 The market town of **Tidworth and Ludgershall** is located within the administrative area of Wiltshire adjacent to north-western boundary of Test Valley and in close proximity to Andover. Tidworth and Ludgershall is designated as a Tier 2 Market Town settlement in the adopted Wiltshire Local Plan (2015) with a range of facilities, services and employment opportunities to support growth. The emerging draft Wiltshire Local Plan (regulation 19) identifies Ludgershall and Tidworth as a Tier 2 market town with potential for significant development that will increase jobs and homes and enhance local facilities. Although the northern Test Valley HMA is aligned to the Borough boundary, in reality there is a relationship with the adjacent Wiltshire HMA, which is recognised in both Test Valley's and Wiltshire's evidence base. Therefore, although Ludgershall is in Wiltshire, it is reasonable to consider potential strategic allocations adjacent to the settlement boundary in Test Valley that contributes to our need, consistent with the HMA evidence and the emerging Wiltshire Local Plan.
- 5.114 **Stockbridge** is located in the rural centre of Test Valley and is the only other Tier 2 settlement in northern Test Valley. A number of small villages are located in the Stockbridge rural hinterland. Stockbridge has received very limited growth over the years due to the presence of significant Floodrisk and habitat constraints associated with the River Test River corridor. These constraints significantly limit potential for growth through this Local Plan. Stockbridge has a vibrant centre which is sustained by the local population and visitors to the area so there are no significant issues in maintaining the function of services and facilities.
- 5.115 **Shipton Bellinger and Hurstbourne Tarrant and Ibthorpe** were considered as potential Tier 2 settlements at Regulation 18 Stage 1 due to proximity to facilities in nearby settlements. Several matters were raised in response to the Regulation 18 Stage 1 consultation and these settlements are now proposed as Tier 3 villages in the Plan. The scale of these settlements and range of facilities is more commensurate with the role and function of Tier 3 rural villages. Furthermore, changes to public transport and uncertainty about future provision affect accessibility to larger settlements nearby. Water supply issues in Shipton Bellinger are also likely to prevent strategic scale growth over the plan period.
- 5.116 The remaining settlements in northern Test Valley comprise a number of rural villages and hamlets. In the rural area, the emerging strategy is to encourage Neighbourhood Plan and community led development of a proportionate scale. The Local Plan proposes to focus growth in the main settlements and does not propose allocations in the rural settlements.

Site Options

5.117 The following sites set out in Table 7 are included in the ‘preferred pool’ of sites for northern Test Valley. The combined capacity of sites within the ‘preferred pool’ is approximately 5,150 dwellings which is in excess of the residual housing figure of 3,792 required to provide for LHN (derived from the standard method).

Table 7: Northern Test Valley Preferred Pool of Sites

Settlement	Site	Officer Assessed Capacity
Andover	Land at Manor Farm	800 - 900
	Land at Bere Hill Farm	300 - 600
	Land at Bere Hill and Bayliffs Bottom	800
	Land at Finkley Down	900
	Land South of London Road	90
	Penton Corner	210
	Land South of Forest Lane	150
Ludgershall	Land East of Ludgershall	350
	Land South of A342 / East Shoddesden Lane	1150
Totals		4,750 – 5,150

5.118 The selection of the ‘preferred pool’ of sites is based on a combination of factors including strategic (top down, spatial strategy / settlement hierarchy) and ‘bottom up’ (merits of the sites). Strategic factors regarding settlement hierarchy support a focus of growth in the Tier 1 settlement of Andover and adjoining the Tier 2 Wiltshire market town settlement of Ludgershall. This is also supported by ‘bottom up’ (merits of the available site options adjacent to the settlement) which have performed relatively well in respect to site specific SA.

5.119 As with the south of the plan area there has been no need to identify options for new settlements to meet the housing requirement. New settlement options were submitted through the SHLEAA at Littlebridge (south of Andover) and at South View Farm (Palestine and Grately)²⁸. In the context of the north, LHN derived from the standard method can be delivered without the need for a new settlement. Site options adjoining Andover and Ludgershall are more deliverable and sustainable in relation to proximity to key services and infrastructure. Furthermore, there is no unmet housing need from neighbouring authorities requiring delivery in the north that would merit consideration of a new settlement.

5.120 No sites have been identified for potential allocation in the rural villages as the rural strategy proposes to deliver housing through community led development and Neighbourhood Plans.

²⁸ Little Bridge – South of Andover, SHLEAA 252 (1,500 homes) and South View Farm, Palestine and Grately, SHLEAA 317 (1,500 homes).

Reasonable Growth Scenarios

- 5.121 Following consideration of 'top down' and 'bottom-up' factors the next step is to define reasonable growth scenarios (site combinations) capable of delivering the LHN and align with emerging spatial strategy / strategic objectives of the plan.
- 5.122 In relation to settlement specific considerations (total growth quantum and spatial strategy) and the merits of the sites, the following sites are held 'constant' across all growth options:
- 1. Land South of London Road, Andover – 90 dwellings**
 - 2. Land at Bere Hill and Bayliffs Bottom, Andover – 800 dwellings**
- 5.123 These sites are sequentially preferential in relation to alternative sites appraised through SA. They are sustainably located adjacent to the Tier 1 settlement of Andover, and are well connected to key services, facilities and public transport. The location of the sites and developable area avoids significant adverse effects on landscape, designated local gaps and ecology. These sites have also been appraised through transport modelling and are considered deliverable at this stage.
- 5.124 The following sites from the 'Preferred Pool' and are identified as 'variable' site options across the growth scenarios:
- 1. Land at Manor Farm (800 – 900)**
 - 2. Land at Bere Hill Farm (300 – 600)**
 - 3. Penton Corner (west of Andover) – 210 homes**
 - 4. Land south of Forest Lane, Andover – 270 homes**
 - 5. Land at Finkley Down Farm, Andover – 900 homes**
 - 6. Land south of A342 and east Shoddesden Lane, Ludgershall – 1,150 homes**
 - 7. Land east of Ludgershall – 350 homes**
- 5.125 Land at Bere Hill Farm is identified as a 'variable' because development potential is varied at this stage prior to completion of comprehensive site wide master planning for this site and the adjoining sites of Land at Bere Hill and Bayliffs Bottom. Also, there is potential site access constraints to land at Bere Hill Farm and a site-specific transport assessment is required in relation to this site and the adjoining sites which may result in a lower housing potential. A housing range has been identified to reflect these factors.
- 5.126 Land at Manor Farm is identified as a 'variable' site option because development potential is varied at this stage. In the event of lower housing delivery at sites such as 'Land at Bere Hill Farm' there is some additional potential at Manor Farm in the region of an additional 100 dwellings (subject to master planning and site assessments).

5.127 Of the 'variable' sites the following sequential order of preference can be identified:

- 1. Land at Manor Farm (800 – 900)**
- 2. Land at Bere Hill Farm (300 – 600)**
- 3. Land east of Ludgershall – 350 homes**
- 4. Land south of A342 and east Shoddesden Lane, Ludgershall – 1,150 homes**
- 5. Land at Finkley Down Farm, Andover – 900 homes**
- 6. Land south of Forest Lane, Andover – 270 homes**
- 7. Penton Corner (west of Andover) – 210 homes**

5.128 Land at Manor Farm is well connected to services and facilities on the northern Andover settlement edge and performs well through SA. The site has housing potential of approximately 800 – 900 dwellings which can be accommodated in the southern part of the site which is less constrained.

5.129 Land at Bere Hill Farm would form part of a single allocation with Land at Bere Hill and Bayliffs Bottom. The site is well connected to services and facilities in Andover and performs well through SA.

5.130 The sites located in the Tier 2 market town of Ludgershall are sequentially preferential to the remaining sites in Andover (sites 6 and 7). These sites are located adjacent to a market town with a range of facilities and infrastructure. They are less constrained and perform better through SA in comparison to the remaining Andover sites (in terms of landscape, local gap).

5.131 Finkley Down Farm is located near to key facilities and infrastructure on the eastern edge of Andover with potential to integrate effectively with recent development on the settlement edge. The capacity of the site is limited by landscape impact. Outputs of transport modelling also identify constraints to the capacity of the local network including Enham Arch which would require mitigation if this site came forward in conjunction with Land at Manor Farm.

5.132 Forest Lane is located adjacent to Picket Twenty, Andover but is less well related to services and amenities in Andover in comparison other sites identified as 'constants' adjoining the settlement boundary. The site is also affected by constraints associated with site access, topography, landscape sensitivity and Ancient Woodland. These constraints also affect site capacity.

5.133 Penton Corner is least sequentially preferential due to impact on integrity of local gap, impact on residential amenity of adjoining business park, site access constraints and surface water flooding. These constraints also affect site capacity.

5.134 In view of these considerations a range of reasonable growth scenarios are set out in Table 8. This range of growth scenarios enables examination of the following issues through SA including:

- The appropriate growth strategy for Andover in terms of quantum and distribution.
- The merits of strategic urban extensions adjacent to the market town of Ludgershall and integration with the strategic site identified for potential allocation in the emerging Wiltshire Local Plan.

5.135 Further considerations informing the strategy for Northern Test Valley are as follows:

- **Supply buffer** – The provision of a supply buffer is appropriate to provide flexibility in supply taking account of any unforeseen site deliverability issues to ensure provision of LHN. A supply buffer of approximately 10% is considered appropriate.
- **Neighbourhood Plans** – Housing land supply from ‘Made’ and emerging Neighbourhood Plans in northern Test Valley is small scale and contributes to localised need in smaller rural settlements. Once Neighbourhood Plans are ‘Made’ housing supply from these plans will contribute to the housing requirement and maintaining a 5-year housing land supply. The rural strategy for Test Valley includes providing encouragement and support for parishes in the preparation of Neighbourhood Plans and plans that deal with housing. Any Parish Council wishing a strategic steer in respect of housing growth can request this from the Council.
- **Rural Housing Requirement** - The rural housing requirement for the northern HMA is 260 dwellings to be delivered through existing commitments (220 dwellings) and housing delivery from designated Neighbourhood Plan areas (40 dwellings).

Table 8 Northern Test Valley Reasonable Growth Scenarios²⁹

Housing Supply and Proposed Allocations		Reasonable Growth Scenarios			
		Andover and Ludgershall 1	Andover and Ludgershall 2	Andover Focus 1	Andover Focus 2
Supply Components	Commitments	1647	1647	1647	1647
	Urban SHELAA	480	480	480	480
	Town Centre Master Plans	522	522	522	522
	Windfall	493	493	493	493
	Neighbourhood Plan Supply	40	40	40	40
Constants	Land South of London Road	90	90	90	90
	Land at Bere Hill and Land At Bayliffs Bottom	800	800	800	800
Variables	Land at Manor Farm	800	900	800	900
	Land at Bere Hill Farm	600	300	600	600
	Land at Finkley Down Farm	0	0	900	900
	Penton Corner	0	0	0	210
	Land South of Forest Lane	0	150	150	150
	Land East of Ludgershall	350	350	350	0
	Land South of A342 / East Shoddesden Ln, Ludgershall	1150	1150	0	0
Total homes		6,972	6,922	6,872	6,832
% above/below LHN (6,304)		10%	9%	9%	8%
Potential capacity for unmet need		0	0	0	0

²⁹ The SA was undertaken based on housing land supply figures from April 2022. These figures will be updated as appropriate for the proposed submission plan at regulation 19. The recent update to housing supply (as of 1st April 2023) do not affect the conclusions of the SA at this stage.

6 Growth Scenarios Appraisal

Introduction

- 6.1 The aim of this section is to present an appraisal of the reasonable growth scenarios (identified in **Section 5**) for the northern and southern Housing Market Areas (HMAs). The appraisal of the housing growth scenarios will inform the identification of a preferred option for appraisal as part of the whole plan appraisal in **Section 9**.

Methodology

- 6.2 Two separate appraisals are presented for northern and southern Test Valley in the form of an appraisal matrix. The matrices include a column for all the reasonable growth scenarios and an SA topic heading for each of the 13 components of the SA framework. Each of the appraisal matrices is followed by supporting commentary.

- 6.3 Within each row, the aim is to:

- 1) **Rank** the scenarios in order of performance (with a 1 indicating best performing; '=' indicating scenarios broadly on a par; and '?' indicating an inability to reach a conclusion); and then
- 2) **Categorise** the performance in terms of 'significant effects' using red/amber/light green/green and no colour for 'Neutral'.³⁰

Further general points about appraisal methodology are set out in **Section 9**.

³⁰ Red indicates a significant negative effect; amber a negative effect of limited or uncertain significance; light green a positive effect of limited or uncertain significance; and green a significant positive effect. No colour indicates a neutral effect.

Southern Plan Area

6.4 The appraisal of the southern plan area reasonable alternative growth scenarios is presented below. The scenarios for southern Test Valley are as follows:

- **Scenario 1** – Velmore Farm
- **Scenario 2** – Velmore Farm, Brentry Nursery and Packridge Farm
- **Scenario 3** - Halterworth
- **Scenario 4** – Halterworth, Packridge Farm & Brentry Nursery

Table 9: Appraisal of Southern Plan Area Growth Scenarios

	Scenario 1	Scenario 2	Scenario 3	Scenario 4
SA Topic	Rank of preference and categorisation of effects			
Accessibility	1	2	1	2
Air Quality	=	=	=	=
Biodiversity	=	=	=	=
Climate Change Adaptation	2	2	1	1
Climate Change Mitigation	=	=	=	=
Economy & Employment	1	1	2	2
Communities & Health	1	1	2	2
Historic Environment	2	4	1	3
Housing	2	1	2	1
Landscape	=	=	=	=
Land, Soils & Resources	=	=	=	=
Transport	=	=	=	=
Water	=	=	=	=

6.5 In undertaking the appraisal, it is important to note that no weight has been applied to individual topic headings. It is not the intention for the performance of growth scenarios to be determined by simply totalling the scores for each column.

6.6 Scenarios 1 and 3 perform well under a number of topic headings with some slight variations in performance. Scenario 1 provides a broader distribution of development between Tier 1 and 2 settlements, while Scenario 3 is a Romsey focus. Scenario 1 may provide some marginal difference in benefits through

possible employment land and community facilities with Velmore Farm. Overall Scenario 1 performs very marginally differently to Scenario 3 in terms of the surface water flooding and historic environment sensitivities of Velmore Farm but this does not result in a fundamental difference in performance between the scenarios.

- 6.7 Overall Scenarios 2 and 4 perform slightly less well than Scenarios 1 and 3 in relation to some topic headings with the impact of the inclusion of Packridge Farm and Brentry Nursery. With the inclusion of these sites, Scenarios 2 and 4 perform less well in terms of accessibility to community infrastructure in comparison to scenarios 1 and 3. Brentry Nursery and Packridge Farm also relate poorly to the settlement edges of Romsey and North Baddesley respectively.
- 6.8 Scenarios 1 and 3 perform well in relation to housing delivery in providing for LHN and a supply buffer of 10-11% which is appropriate in relation to local housing delivery rates. Scenarios 2 and 4 would deliver a comparable level of housing in providing for 18 – 20% over LHN. These scenarios would deliver a 10% supply buffer and an additional 400 – 480 homes.
- 6.9 There is pressure on the transport network in the south of the plan area from background traffic growth over the plan period. However, the transport modelling has concluded that the reasonable alternative growth scenarios for the south do not have a significant effect over and above the baseline situation. However, growth scenarios 2 and 4 include a higher level of housing which isn't required and would have a greater impact on the transport network. In addition to the transport study and modelling, site specific transport assessments will be required to assess deliverability of site access and site-specific mitigation requirements. site specific transport assessments will be required to confirm the deliverability of individual sites.
- 6.10 The following section includes a discussion on the relative merits of the reasonable alternative growth scenarios in relation to each of the SA topic headings in turn:

Accessibility (to community infrastructure)

- 6.11 The growth scenarios include 3 'constant' site options which are located on the settlement edge of Romsey and Valley Park with relatively good access to community infrastructure.
- 6.12 In terms of the 'variable' site options Velmore Farm is located adjacent to the urban area of Chandlers Ford, Eastleigh and Southampton. This provides good access and connectivity to a range of community infrastructure. Velmore Farm also has relatively good connectivity via cycling and walking routes to the wider urban area and community facilities / infrastructure. Master planning for Velmore farm identifies provision of a local centre / community hub which has potential to provide a range of community facilities to address some day to day needs.

- 6.13 Brentry Nursery is a 'variable' site option that is near to community infrastructure but is not well integrated with the main urban area of Romsey via road, pedestrian and cycle access.
- 6.14 Halterworth is a 'variable' site option also located near to community infrastructure in Romsey. The site is better connected to the Romsey urban area than Brentry Nursery, however, it is not well connected by walking and cycling routes.
- 6.15 Packridge Farm has reasonable accessibility to community infrastructure in the Tier 2 settlement of North Baddesley and further afield in Romsey. However, sites in Romsey and Valley Park have more direct access to a greater range of community infrastructure.
- 6.16 Overall, the cumulative impact of commitments and sites in Romsey, Valley Park and North Baddesley will result in the need for increased capacity in education provision. New development would make proportionate financial contributions towards new provision. Velmore Farm would be required to provide a new primary school of at least 1.5FE and Halterworth would need to increase capacity of the local primary school from 2FE to 3FE.
- 6.17 The impact of the scenarios and sites in Romsey, Valley Park and North Baddesley would have an impact on the capacity of local health care provision and proportionate financial contributions would be required to provide additional capacity.
- 6.18 All the growth scenarios perform relatively well in relation to access to community infrastructure and would have a **positive effect**. Scenarios 1 and 3 perform slightly better than scenarios 2 and 4 as they exclude Brentry Nursery and Packridge Farm which are not as well connected.

Air Quality

- 6.19 There are no air quality management areas (AQMAs) in Southern Test Valley and significant effects are not predicted in relation to the alternative growth scenarios. However, ongoing monitoring will be required to monitor air quality over the plan period.
- 6.20 A Habitats Regulations Assessment of the Regulation 18 Stage 2 Local Plan has been undertaken on behalf of the Council by Aecom. This includes an assessment of the impact of development proposals in the Test Valley Local Plan on European sites from atmospheric pollution.
- 6.21 The main pollutants of potential concern for European sites are oxides of nitrogen (NO_x), ammonia (NH₃) and sulphur dioxide (SO₂).
- 6.22 SO₂ emissions are mainly associated with the output of power stations and industrial processes that require the combustion of coal and oil. Therefore, it is not anticipated that material increases in SO₂ emissions will be associated with the alternative growth scenarios.

- 6.23 In terms of nitrogen (NO_x), total concentrations are forecast to fall below the critical level across the plan area to 2041, with or without the Local Plan. Therefore, no adverse effects will arise from NO_x in the atmosphere in relation to the alternative growth scenarios.
- 6.24 With regard to ammonia, the upper critical level (3 µgm⁻³) will not be exceeded within the plan area under any of the growth scenarios by 2041. Therefore, no significant effects are forecast to arise as a result of the growth scenarios appraised in the south of the plan area.
- 6.25 With regard to nitrogen deposition, all modelled designated sites are forecast to exceed their lowest critical load by 2041, due to existing sources such as existing traffic, point source emitters and agriculture. However, at no point is the contribution of alternative growth scenarios forecast to be anything but nominal, being a maximum of 0.01 kgN/ha/yr at the closest point to the road and 0.00 kgN at greater distances.
- 6.26 In conclusion, **no adverse effects** on integrity is forecast for any European site as a result of the alternative growth scenarios or in combination with other plans or projects. Overall, the impact of the alternative growth scenarios is predicted to have a **neutral effect**.

Biodiversity

- 6.27 The settlements of Romsey, North Baddesley and Valley Park including the locations for growth are subject to some biodiversity constraints in terms of proximity to designated habitat. Biodiversity constraints have informed site assessments, the location of development and capacity of sites so there are limited concerns in relation to significant effects on designated sites.
- 6.28 The growth scenarios within southern Test Valley are within the 13.8km zone to the New Forest National Park where mitigation is required in relation to the Local Plan policy and the draft Test Valley New Forest International Nature Conservation Designations: Recreational Mitigation Framework Supplementary Planning Document (2021)³¹ to avoid significant effects. The New Forest is located to the south west of Test Valley and in addition to being designated as a National Park parts of the New Forest are designated as a Special Area of Conservation (SAC), a Special Protection Area (SPA), and a Ramsar site. The policy approach requires that development of approximately 100 units and over will be required to provide Suitable Alternative Natural Green Space (SANG) in accordance with policy requirements. Development below this threshold is required to make a financial contribution.
- 6.29 The Solent SPA, SAC recreation mitigation zone affects part of the southern area including the 'constant' site option of Land South of the Bypass, Romsey

³¹ <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/supplementary-planning-documents/draft-new-forest-international-nature-conservation-designations-recreational-mitigation-framework-spd>

and the 'variable' site Packridge Farm where financial contributions are required to avoid significant adverse effects.

- 6.30 All the growth scenarios and site packages in the mitigation zone for the Solent SPA, SAC where residential developments will be required to demonstrate nutrient neutrality in accordance with policy requirements.
- 6.31 Land to the North of King Edward Park, Valley Park ('constant' site) is located adjacent to the Trodds Copse Ancient Woodland and SSSI where appropriate buffer zones are required to avoid adverse effects.
- 6.32 Land at Ganger Farm, Romsey ('constant' site) is located adjacent to Ancient Woodland, Priority habitat and SINC where appropriate buffer areas are required to avoid adverse effects. The proposed location of development has taken these constraints into consideration with the appropriate buffer zones.
- 6.33 Land South of the Bypass, Romsey ('constant' site) is located adjacent but outside an area of Priority Habitat so there are limited concerns about significant effects.
- 6.34 There is a Special Area of Conservation located at North Baddesley Common, and the closest site is Packridge Farm ('Variable' site) which has no direct impact. The site is also adjacent to SINC and Priority Habitat at Calveslease Copse to the east of the site and Rownhams Lane where appropriate buffer zones will be required.
- 6.35 There is SINC and Priority Habitat within Velmore Farm ('variable' site) on the western site boundary and the proposed location of development takes this into consideration. There is also SINC habitat adjacent to the southern site boundary at Hut Wood and appropriate buffer areas will need to be applied.
- 6.36 Brentry Nursery ('Variable' site) is located adjacent to SINC and BAP Priority Habitat but development is located outside of designated areas and there are limited concerns regarding significant effects.
- 6.37 All the of the growth scenarios perform similarly in relation to effects on designated habitats and overall there are limited concerns regarding significant effects. All growth scenarios and sites would have a policy requirement to achieve biodiversity net gain in line with national policy requirements. Overall, all the reasonable alternative growth scenarios are predicted to have a **neutral impact**.

Climate Change Adaptation

- 6.38 The primary concern here is flood risk in relation to tidal, fluvial and surface water flooding. A new Level 1 Strategic Flood Risk Assessment has been produced for the Borough which takes the latest available climate change forecasts into account. The SFRA has been used to assess the impact of flood risk on the reasonable alternative growth scenarios.

- 6.39 The Borough is affected by flooding from rivers, but this has limited impact on the growth scenarios appraised. All of the growth scenarios and sites are located in flood zone 1. Some of the sites included within the growth scenarios are affected by surface water flooding and this has been taken into account in the assessment of housing capacity.
- 6.40 Of the 'constant' sites across all growth scenarios, Ganger Farm, Romsey has some surface water flooding on the site boundary and Land South of the Bypass, Romsey has some surface water flooding within the site.
- 6.41 Of the 'variable' sites Halterworth is affected by surface water flooding to a very limited extent. The developable area of the Packridge Farm and Brentry Nursery sites are not affected by surface water flooding. Velmore Farm has corridors of surface water flooding on the site, but this does not have a significant effect on development potential.
- 6.42 Scenarios 3 – 4 which exclude Velmore Farm perform the best. The performance of growth scenarios 1 – 2 is very similar and perform slightly less well than Scenarios 3 – 4. Overall **neutral effects** are predicted across the growth scenarios.

Climate Change Mitigation

- 6.43 This is a key issue for the Local Plan and links to the Council's Climate Change Emergency Action Plan (2023). The Local Plan must demonstrate an approach for minimising greenhouse gas emissions for both transport and the built environment. Examining these matters in turn:
- 6.44 A stand-alone discussion regarding transport related considerations is set out below under the 'Transport' topic. Also, further discussion is set out above under 'Accessibility'.

Transport emissions -

- 6.45 Growth scenarios 1 and 3 primarily focus growth in Romsey and Valley Park which are served by a range of facilities / infrastructure and connected to frequent bus services and a main rail line. This helps to reduce car dependency and provides the opportunity to support walking and cycling and a degree of local trip internalisation / self – dependency. However, Test Valley is a rural Borough where future bus service provision is uncertain and some car use will be a necessity.
- 6.46 Growth scenarios 2 and 4 also focus development in the main settlements of Romsey and Valley Park but with Packridge Farm and Brentry Nursery are less well connected to a range of community infrastructure.

Built environment emissions -

- 6.47 Strategic scale growth locations such as Romsey, Valley Park and North Baddesley with higher viability (over and above small-scale locations) provide

the opportunity to deliver developments to higher standards of sustainable construction and to incorporate sources of renewable energy to reduce built environment emissions.

- 6.48 In terms of significant effects, it is difficult to draw strong conclusions, however **neutral effects** are predicted. The issue of climate change is a global issue, however local actions also perform a significant role in contributing to national and global objectives. There is a need for a level of local ambition in line with the national and local commitments as set out in the council's climate change strategy. It is also important to take account of the no-plan scenario that would likely result in poorly co-ordinated growth with opportunities missed for built environment decarbonisation. On balance **neutral effects** are predicted.

Economy and Employment

- 6.49 Only Velmore Farm ('variable' site) has the potential to deliver some employment land as part of a residential led strategic site. Indicative master planning submitted at Regulation 18 Stage 1 identifies a possible area for employment which could be in the region of 1.5ha.
- 6.50 All the growth scenarios include a quantum of housing growth that can be supported by proposed employment land provision as evidenced in the DLP employment land study 2023. However, it is noted that there is currently a marginal shortfall in the supply of B8 land in the south of the plan area in relation to projected requirements from the DLP Employment Study (2023). A further call for employment sites is being undertaken as part of Regulation 18 Stage 2 to address this limited shortfall.
- 6.51 With the inclusion of Velmore Farm, scenarios 1 and 2 perform marginally better than scenarios 3 and 4 in terms of employment land provision. None of the growth scenarios prejudice the delivery of employment land so it is possible to conclude **positive effects** overall.

Communities and Health

- 6.52 The discussion under this topic is closely related to **Accessibility** (to community infrastructure), discussed above. Therefore, conclusions drawn for both topics are consistent.
- 6.53 All growth scenarios would deliver proportionate financial contributions towards the improvement of education and health facilities in Romsey. Scenarios 1 and 2 also make contributions to improving facilities in Valley Park (Scenario 2 also providing proportionate contributions to facilities in North Baddesley).
- 6.54 Scenario 3 has a Romsey focus and would make provision and contribution to improved facilities in Romsey. Scenario 4 would have a focus on enhancing the capacity of infrastructure in Romsey and North Baddesley.

- 6.55 Scenarios 1 and 2 would require the provision of a 1.5FE primary school associated with the Velmore Farm site. Scenarios 3 and 4 would require increasing capacity of the Halterworth primary school from 2FE to 3FE.
- 6.56 Indicative master planning submitted for Velmore farm identifies the possible provision of a local centre / community hub capable of providing community facilities serving the new neighbourhood and wider community. However, prior to the finalisation of master planning the provision of a local centre and mix of uses is uncertain.
- 6.57 Growth scenarios 1 and 2 primarily distribute growth between Romsey and Valley Park which balances provision between Tier 1 and 2 settlements that would have a **positive effect** through provision and financial contributions toward community and health infrastructure. Scenarios 1 and 2 perform slightly better than scenarios 3 and 4 because Velmore Farm is slightly better connected (than Halterworth) to local facilities and infrastructure via walking and cycling routes. However, overall scenarios 3 and 4 have a **positive effect** and would contribute to improvements in community facilities in Romsey.

Historic Environment

- 6.58 Of the 'variable' sites Brentry Nursery is located to the south of the Arboretum Registered Park and Garden and consideration of setting would need to inform the layout, design and landscape strategy to avoid potential significant harm to heritage assets.
- 6.59 There is a listed building located adjacent to the southern site boundary of the Halterworth site, but no significant effects are anticipated.
- 6.60 The Tooth Hill Scheduled Ancient Monument is located to the south west of the Packridge Farm site and consideration would need to be given to its setting through appropriate site layout, design and landscape strategy.
- 6.61 There is a Roman road which runs through the Velmore Farm site. Subject to the outputs of survey work it is likely that the remains of the Roman road may need to be retained. Retention of the Roman road is a relatively small part of the site and is not anticipated to significantly affect development potential.
- 6.62 Land South of the Bypass, Romsey is held constant across all growth scenarios. The site is in a sensitive location for heritage adjacent to the Broadlands Park Registered Park and Garden and within the setting of Romsey Conservation Area. Significant effects / harm to heritage assets will be subject to appropriate site layout, design and landscaping scheme. In relation to implementation of these measures, significant effects are not predicted at this stage.
- 6.63 There is a risk of harm to heritage assets across all growth scenarios due to the sensitivities of Land South of the Bypass, Romsey which is held as a constant. However, significant effects are not predicted in relation to policy requirements regarding layout, design and landscaping.

- 6.64 Growth scenario 3 performs marginally better than the other scenarios with the inclusion of Halterworth (as the single 'variable') which is less sensitive from a heritage perspective. Sequentially Scenario 1 is the second best performing including the single 'variable' of Velmore Farm. The performance of scenarios 2 and 4 is broadly comparable with scenario 4 performing marginally better than 2 with the inclusion of Halterworth.
- 6.65 Across all scenarios there is potential for **negative effects** subject to implementation of appropriate site layout, design and landscaping schemes.

Housing

- 6.66 All growth scenarios are capable of providing for LHN (derived from the standard method) with a supply buffer. Although there is currently no definitive unmet housing need it is appropriate to identify and appraise reasonable alternative growth scenarios capable of delivering above LHN based on the supply of the preferred pool of sites for the south. This is in consideration of the potential for unmet housing need to be identified during preparation of this local plan. However, it is important to note that growth scenarios delivering over LHN (which are currently not required) will have a more significant impact on other SA topics. This includes Climate Change (transport and built environment emissions), transport (capacity of the network), Biodiversity (pressure on designated sites), and the capacity of infrastructure to accommodate development.
- 6.67 It is common practice for local plans to identify a housing land supply buffer over and above the LHN housing requirement. To give greater resilience in providing for the standard method housing requirement the Council is proposing to identify a housing supply buffer. Over the plan period this will help to ensure that the standard method housing requirement is delivered, and a 5-year land supply maintained taking account of issues such any potential changes to the delivery trajectories of strategic sites. The scale of buffer has been identified with reference to approaches taken by other LPAs in recently adopted Local Plans. A buffer of around 10% over LHN is also considered appropriate in relation to local housing delivery rates and projected delivery rates from the mix of sites identified in the growth scenarios.
- 6.68 Growth Scenario 1 including a focus on Romsey and Valley Park would provide for LHN. Growth scenario 3 with a Romsey focus would deliver a similar level of housing in providing for LHN. Scenario 2 would provide above LHN with potential to deliver an additional 400 homes. Scenario 3 would provide for LHN with potential to deliver an additional 480 homes. All scenarios would provide for a housing supply buffer of 10%.
- 6.69 In terms of the timing for housing delivery the phasing for strategic sites across the growth scenarios is within the plan period which would provide for LHN. Options 2 and 4 may perform marginally better as they include smaller sites with shorter lead in times for delivery.

- 6.70 In relation to significant effects all growth options have a **positive effect** in terms of delivering LHN derived from the standard method and a sufficient supply buffer. Scenarios 2 and 4 would be capable of providing for a level of housing above LHN and supply buffer.

Landscape

- 6.71 The main source of evidence in relation to landscape sensitivity is the Landscape Study (2023) prepared on behalf of the Council by Stephenson Halliday consultants.
- 6.72 Of the 'variable' sites Brentry Nursery has moderate landscape sensitivity with consideration given to the relative naturalness of the landscape character and weak relationship to the settlement edge.
- 6.73 Velmore Farm is within a local gap and a landscape of overall high sensitivity. However, the northern, eastern and south eastern edges are less sensitive and more associated with urban influences. Within the site it is proposed to locate development in areas of lower landscape sensitivity so significant effects are not predicted.
- 6.74 Packridge Farm is located within an overall area of higher landscape sensitivity but there is variation in landscape sensitivity within the site and land to the south. An urban extension in this location would also narrow the settlement gap between North Baddesley and Nursling and Rownhams.
- 6.75 Halterworth is located within a local gap and has a moderate overall landscape sensitivity. Landscape character is influenced by the adjoining urban area to the west but with increased openness to the east where there is greater sensitivity to change.
- 6.76 Scenarios 1 and 3 perform similarly as both Velmore Farm and Halterworth have some landscape sensitivity. The impact of Velmore Farm and Halterworth will be subject to implementation of appropriate site layout, design and landscaping. Scenarios 2 and 4 perform sequentially less well with the inclusion of Brentry Nursery and Packridge Farm which have some landscape sensitivity.
- 6.77 In terms of significant effects, the growth scenarios align with the recommendations of the landscape study in terms of the proposed location, design of development and landscaping strategy and **neutral effects** are predicted.

Land, Soils and Resources

- 6.78 The primary consideration relates to avoiding loss of the best and most versatile agricultural land (BMV). The NPPF defines BMV land as that which is grade 1, 2 or 3a quality. The data set used to appraise impact is the DEFRA land classification.

- 6.79 Of the sites held as 'constant', none of these sites involve the loss of the BMV agricultural land.
- 6.80 In relation to the 'variable' sites approximately 50% of Velmore Farm is Grade 3a BMV land. Halterworth includes Grade 2 and 3a BMV agricultural land. Brentry Nursery does not include BMV agricultural land and Packridge Farm includes Grade 2 BMV agricultural land.
- 6.81 Growth scenario 1 (Velmore Farm) performs marginally better than Scenario 3 (Halterworth). In sequential terms Scenario 2 is the next best performing but there is marginal difference to scenario 4. All of the growth scenarios will result in the loss of BMV land but it is difficult to judge what level of loss is 'significant'.
- 6.82 The other key consideration is mineral safeguarding areas as identified in the adopted Hampshire Minerals and Waste Plan. There are no sites within Minerals and Waste allocation areas.
- 6.83 Within the south of the plan area around Romsey, North Baddesley and Valley Park there are significant areas of land subject to safeguarding in the adopted Minerals Plan for superficial sand and gravel. All the growth scenarios perform similarly due to all the 'constant' sites being within safeguarding areas.
- 6.84 In the consideration of site 'variables' Scenarios 1 and 2 including Velmore Farm, Packridge Farm and Brentry Nursery perform marginally better with less safeguarded land. Scenarios 3 and 4 perform marginally less well with the inclusion of Halterworth. However, no significant effects are identified subject to further consultation with the Minerals Planning Authority and conformation of any potential requirement for prior extraction of minerals.
- 6.85 Overall, across all the scenarios **negative effects** are predicted in relation to loss of BMV land but it is difficult to conclude if the scale of loss is significant in terms of impact on the overall supply of BMV land needed in southern Test Valley. In relation to minerals safeguarding areas significant effects are not predicted subject to appropriate consultation with Hampshire Minerals Planning regarding any potential need for prior extraction.

Transport

- 6.86 A strategic transport assessment (2023) (including transport modelling) has been undertaken by Ridge for the north and south of the plan area in consultation with Hampshire County Council.
- 6.87 The transport assessment and modelling has assessed the impact of the growth scenarios in conjunction with the baseline situation and background traffic growth over the plan period on the settlements and surrounding areas of Romsey, North Baddesley, Valley Park and Nursling and Rownhams.

- 6.88 The modelling demonstrates that the main impact on the transport network is relation to the baseline situation and background traffic growth over the plan period. The impact of the growth scenarios is not significant over and above the baseline. The difference between what will happen anyway and the growth options in terms of additional vehicle movements is not significant and equates to a maximum of 1.2% of the total vehicular movements by 2040.
- 6.89 The model shows areas of network where volumes are already high and causing congestions as a result of limited capacity at particular pinchpoints. Pinchpoints are located around Romsey - Botley Road, Winchester Road, Southampton Road, The Bypass, Highwood Lane, around Rownhams Lane, Nutburn Road and Nursling Spur of Motorway. However, the impact on these locations (over and above the baseline) is not significantly worsened by the alternative growth scenarios.
- 6.90 The modelling has concluded that the impact of the growth scenarios will not have a significant effect over and above the baseline position and background traffic growth. Therefore, there is no particular concern regarding delivery of the growth scenarios at this stage. However, site specific transport assessments will be required to confirm mitigation measures for individual sites. In conclusion, all the growth scenarios are predicted to have a **neutral effect**.

Water

- 6.91 All of the growth scenarios will be required to demonstrate nutrient neutrality in relation to impact on the Solent SPA, SAC. There is no difference in effects between the scenarios. For the proposed growth scenarios there is no constraint of water or sewerage capacity that would prevent site options coming forward. Overall, across all the scenarios **neutral effects** are predicted.

Northern Plan Area

6.92 The appraisal of the northern plan area reasonable alternative growth scenarios is presented below. The scenarios for northern Test Valley are as follows:

- **Scenario 1** - Andover and Ludgershall 1 (including Bere Hill (SHELAA sites 167, 419 and 247), Manor Farm, Land East and South of Ludgershall).
- **Scenario 2** - Andover and Ludgershall 2 (Including Forest Lane, lower growth at Bere Hill (SHELAA sites 167, 419 and 247), higher growth at Manor Farm, Land East and South of Ludgershall).
- **Scenario 3** - Andover Focus 1 (including Bere Hill (SHELAA sites 167, 419 and 247), Finkley Down Farm, Manor Farm, Forest Lane and Land east of Ludgershall).
- **Scenario 4** - Andover Focus 2 – Including Bere Hill (SHELAA sites 167, 419 and 247), Finkley Down Farm, Manor Farm, Forest Lane and Penton Corner.)

Table 10: Appraisal of the Northern Plan Area Growth Scenarios

	Scenario 1	Scenario 2	Scenario 3	Scenario 4
SA Topic	Rank of preference and categorisation of effects			
Accessibility	2	2	1	1
Air Quality	=	=	=	=
Biodiversity	=	=	=	=
Climate Change Adaptation	1	2	2	3
Climate Change Mitigation	=	=	=	=
Economy and Employment	=	=	=	=
Communities and Health	2	2	1	1
Historic Environment	=	=	=	=
Housing	1	1	2	2
Landscape	1	2	2	3
Land, Soils and Resources	=	=	=	=
Transport	1	1	2	2
Water	=	=	=	=

6.93 In undertaking the appraisal, it is important to note that no weight has been applied to individual topic headings. It is not the intention for the performance

of growth scenarios to be determined by simply totalling the scores for each column.

- 6.94 Scenarios 1 and 2 perform relatively well under a number of topic headings. Scenario 2 is a variation on Scenario 1 and performs very similarly with slight differences due to the inclusion of the Forest Lane site which is more constrained.
- 6.95 Overall housing delivery is similar between the scenarios with scenarios 1 and 2 delivering LHN and a supply buffer of (10 and 9% supply buffers respectively). Scenarios 3 and 4 perform similarly in providing for LHN and a supply buffer of (9% and 8% supply buffers respectively).
- 6.96 Scenario 3 performs relatively well but has a greater impact on the transport network and the capacity of Enham Arch in Andover with the inclusion of Finkley Down Farm.
- 6.97 Scenario 4 also includes Finkley Down Farm with the transport impacts associated with Scenario 3. The inclusion of the Penton Corner site in Scenario 4 has a significant adverse impact on landscape and the local gap.
- 6.98 The following section includes a discussion on the relative merits of the reasonable alternative growth scenarios in relation to each of the SA topic headings in turn:

Accessibility (to community infrastructure)

- 6.99 All the growth scenarios include strategic sites as urban extensions to Andover. Sites adjoining the Andover settlement boundary have relatively good access to community infrastructure.
- 6.100 Overall, the cumulative impact of the growth scenarios in Andover will result in the need for new school provision. New development would make proportionate financial contributions towards new provision. Delivery of the 3 adjoining sites at Bere Hill would require the provision of a new primary school (2FE).
- 6.101 The impact of the scenarios and sites around Andover will have an impact on the capacity of local health care provision and proportionate financial contributions would be required to provide additional capacity.
- 6.102 Ludgershall and Tidworth is a Tier 2 (as designated in the Wiltshire Local Plan) market town in Wiltshire supported a relatively good range of community infrastructure to meet day to day needs including education, health, supermarkets and shops. Growth scenarios including urban extensions adjoining Ludgershall have relatively good access to a range of community infrastructure in the market town. Ludgershall is also on the main bus route to Andover in terms of access to a wider range of facilities and infrastructure.

- 6.103 Wiltshire Council is currently in the process of preparing a new Local Plan which has reached the Regulation 19 stage. The Wiltshire Local Plan identifies a strategic site option in Ludgershall where master planning specifies improvements to community infrastructure provision including education provision. Test Valley sites adjoining Ludgershall would need to be planned comprehensively with adjoining sites in Wiltshire including new primary school provision.
- 6.104 Growth scenarios 1 – 2 include a balanced distribution of growth between Andover and Ludgershall where access to community infrastructure is relatively good. In this respect there is **positive effect**, also when taking infrastructure improvements into account.
- 6.105 Growth scenarios 3 and 4 are more focussed around Andover where there is better access to community infrastructure than scenarios 1 and 2 with positive effects. Furthermore, with infrastructure improvements taken into account **positive effects** would be enhanced.

Air Quality

- 6.106 There are no air quality management areas (AQMAs) in Northern Test Valley and significant effects are not predicted as a result of the alternative growth scenarios. However, ongoing monitoring will be required to monitor air quality over the plan period.
- 6.107 The HRA assessment undertaken for the Local Plan does not identify significant effects on European designated sites from air quality / emissions as a result of the growth scenarios. The assessment of predicted effects are as follows.
- 6.108 SO₂ emissions are mainly associated with the output of power stations and industrial processes that require the combustion of coal and oil. Therefore, it is not anticipated that material increases in SO₂ emissions will be associated with the alternative growth scenarios.
- 6.109 In terms of nitrogen (NO_x), total concentrations are forecast to fall below the critical level across the plan area to 2041, with or without the Local Plan. Therefore, no adverse effects will arise from NO_x in the atmosphere in relation to the alternative growth scenarios.
- 6.110 With regard to ammonia, the upper critical level (3 µgm⁻³) will not be exceeded within the plan area under any of the growth scenarios by 2041. Therefore, no significant effects are forecast to arise as a result of the growth scenarios appraised.
- 6.111 With regard to nitrogen deposition, all modelled designated sites are forecast to exceed their lowest critical load by 2041, due to existing sources such as existing traffic, point source emitters and agriculture. However, at no point is the contribution of alternative growth scenarios forecast to be anything but nominal, being a maximum of 0.01 kgN/ha/yr at the closest point to the road and 0.00 kgN at greater distances.

6.112 In conclusion, **no adverse effects** on integrity is forecast for any European site as a result of the alternative growth scenarios or in combination with other plans or projects. Overall, the impact of the alternative growth scenarios is predicted to have a **neutral effect**.

Biodiversity

6.113 The settlements of Andover and Ludgershall including the potential locations for growth are subject to biodiversity constraints in terms of proximity to designated habitat. Biodiversity constraints have informed site assessments, the location and capacity of sites so there are limited concerns in relation to significant effects on designated sites.

6.114 There are no internationally designated sites in close proximity to the sites included within the growth scenarios. However, all growth options are required to demonstrate nutrient neutrality in terms of impact on the Solent SPA / SAC.

6.115 The site locations in Ludgershall are within the recreation mitigation zone for the Salisbury Plain SPA mitigation zone where mitigation is required to avoid significant adverse effects.

6.116 Proximity to Ancient woodland is a factor for a number of growth scenarios where sites will require an appropriate buffer. In Andover this affects land at Manor Farm and Forest Lane where the assessment of site capacity has taken this into account. In Ludgershall a buffer area is required to a small area of Ancient Woodland on the southern strategic site.

6.117 There is BAP Priority Habitat located to the north of the Manor Farm site but development is proposed to be located outside of the designated area to the south of the site. Land to the north of Forest Lane is also designated as The Forest Lane site is located adjacent to woodland which is designated Priority Habitat and Ancient Woodland. The buffer required to Ancient Woodland affects the developable area of the site and this has been taken into account in assessment of site capacity.

6.118 Within Andover SINC habitat effects sites including Manor Farm, Bere Hill Farm and Land South of London Road. The location of development and assessment of site capacity has considered the necessary buffer areas (where relevant and mitigation requirements to avoid significant adverse effects).

6.119 In relation to the sites held constant across the options there are limited concerns in relation to impact on designated habitats subject to appropriate buffer areas. In relation to the 'variable' sites there are also limited concerns. Forest Lane is a smaller site in close proximity to Ancient Woodland and SINC habitat where there is greater potential for direct impact on these designations. Avoidance of significant adverse effects will also be required for all growth options in relation to achieving nutrient neutrality.

- 6.120 All sites will have a policy requirement to achieve biodiversity net gain in line with national policy requirements. Overall, the impact of all the reasonable alternative growth scenarios is predicted to be **neutral**.

Climate Change Adaptation

- 6.121 The primary concern here is flood risk in relation to tidal, fluvial and surface water flooding. A new Level 1 Strategic Flood Risk Assessment has been produced for the Borough which takes the latest available climate change forecasts into account. The SFRA has been used to assess the impact of flood risk on the reasonable alternative growth scenarios.
- 6.122 The Borough is affected by flooding from rivers, but this has limited impact on the growth scenarios appraised. All of the growth scenarios and sites are located in flood zone 1. Some of the sites included within the growth scenarios are affected by surface water flooding and this has been taken into account in the assessment of housing capacity.
- 6.123 All of the 'constant' and variable site options are located in flood zone 1. These sites also have limited impact from surface water flooding. Of the 'variable' sites Penton Corner and Forest Lane are more affected by surface water flooding which impacts the developable area.
- 6.124 Growth scenario 1 includes sites with limited impact from surface water flooding. In sequential terms, growth scenarios 2, 3 perform less well with the inclusion of Forest Lane which is more affected by surface water flooding. Scenario 4 performs less well than the other scenarios with the inclusion of Penton Corner which is significantly affected by surface water flooding. Overall, **neutral effects** are predicted across the growth scenarios but with a difference in ranking as set out here.

Climate Change Mitigation

- 6.125 This issue is a key issue for the Local Plan and links to the Council's Climate Change Emergency Action Plan (2023). The Local Plan must demonstrate an approach for minimising greenhouse gas emissions for both transport and the built environment. Examining these matters in turn:
- 6.126 A stand-alone discussion regarding transport related considerations is set out below under the 'Transport' topic. Also, further discussion is set out above under 'Accessibility'.

Transport emissions -

- 6.127 The growth scenarios identify the main focus for growth in Andover and Ludgershall which are served by a range of facilities and infrastructure including a frequent bus service. Andover is also connected by a main rail line. The Andover focus growth scenarios (3 and 4) perform slightly better than scenarios 1 and 2 given marginally better access to services and facilities. All the growth scenarios help to reduce car dependency and provide

the opportunity to support walking and cycling and a degree of local trip internalisation / self – dependency. However, Test Valley is a rural Borough where future bus service provision is uncertain and some car use will be a necessity.

Built environment emissions -

- 6.128 Strategic scale growth locations such as Andover and Ludgershall with generally higher viability (over and above small-scale locations) provide the opportunity to deliver developments to higher standards of sustainable construction and to incorporate sources of renewable energy to reduce built environment emissions.
- 6.129 In terms of significant effects, it is difficult to draw strong conclusions. The issue of climate change is a global issue, however local actions also perform a significant role in contributing to national and global objectives. There is a need for a level of local ambition in line with the national and local commitments as set out in the council's climate change strategy. It is also important to take account of the no-plan scenario that would likely result in poorly co-ordinated growth with opportunities missed for built environment decarbonisation. On balance **neutral effects** are predicted across all the growth scenarios.

Economy and Employment

- 6.130 Of the sites that are 'constant' across all growth scenarios it is only Manor Farm (north Andover) that may potentially deliver employment land as part of a residential led scheme. Indicative master planning submitted at Regulation 18 Stage 1 identifies a possible area for employment which could be in the region of 1.5ha. None of the other sites within the growth scenarios include a proposal for employment land.
- 6.131 All the growth scenarios include a quantum of housing growth that can be supported by existing employment land provision as evidenced in the DLP employment land study 2023. The emerging spatial strategy also proposes additional employment land provision, so housing and employment land needs are comfortably aligned with some flexibility in provision.
- 6.132 For all growth scenarios objectively assessed needs for employment land in the north of the plan area would be met. Therefore, it is possible to conclude **positive effects** for all scenarios.

Communities and Health

- 6.133 The discussion under this topic is closely related to **Accessibility** (to community infrastructure), discussed above. Therefore, conclusions drawn for both topics are consistent.
- 6.134 All the growth scenarios would generate proportionate financial contributions to the education and health provision in Andover. Growth scenarios 1 – 3

would also support improvements to community and health infrastructure provision in Ludgershall.

- 6.135 In Andover, Delivery of the 3 adjoining sites at Bere Hill (as constants across all growth scenarios) would require the provision of a new primary school (2FE). Submitted master planning for this site includes the potential provision of significant green space which would have a benefit as a community facility.
- 6.136 Master planning prepared for the Manor Farm site (which is included in all growth scenarios) identifies the possible delivery of a 'local centre' capable of providing community facilities. Master planning for this site also identifies the potential for a country park which would provide wider community benefit.
- 6.137 The proposed urban extensions at Ludgershall would be planned in conjunction with and adjoining strategic site proposed in the draft Wiltshire Local Plan. This would include the provision of a new primary school and contributions to community infrastructure.
- 6.138 Growth scenarios 1 – 2 include a balanced distribution of growth between Andover and Ludgershall where there would be a **positive effect** through provision and financial contributions toward community and health infrastructure.
- 6.139 Growth scenarios 3 and 4 are more focussed around Andover where there would be a **positive effect** through provision and financial contributions toward community and health infrastructure. Scenarios 3 and 4 perform slightly better than scenarios 1 and 2 with an Andover focus which has a more extensive range of facilities and infrastructure.

Historic Environment

- 6.140 Of the variable site options Finkley Farm, Andover is located in an area of potential archaeological value where further survey work is required. To the east of the site are the Scheduled Ancient monuments of Devils Ditch and Roman building where the potential for harm to their setting. This would affect requirements for site layout, design and landscaping.
- 6.141 Land East of Ludgershall is a variable site and is located to the west of Biddesden Registered Park and Garden where there is potential to impact the setting. However, at this stage it is considered that impact would not result in significant harm subject to appropriate site layout, design and landscaping requirements.
- 6.142 Penton Corner is a variable site that has some sensitivity to the setting of the Penton Grafton and Penton Mewsey Conservation Area but not considered to result in significant harm. The site is located adjacent to the historic Harrow Way (public right of way) where consideration would need to be provided to potential impact on the character of the route.

- 6.143 Manor Farm is held constant across all the growth scenarios and is located adjacent to listed buildings at Knights Enham. This site has potential for significant harm to heritage assets subject to appropriate site layout, design and landscaping.
- 6.144 Land at Bere Hill is also held as a constant across all growth scenarios. The site is located adjacent to the heritage assets of Ladies Walk and the Iron Bridge where there is potential for significant harm to heritage assets subject to appropriate site layout, design and landscaping.
- 6.145 At this stage there is potential for **negative effects** and a risk of significant harm to heritage assets associated with all growth scenarios in relation to the constant site options referred to above. There is not a significant difference in effects between the scenarios as a result of the variable site options. Significant adverse effects are not predicted at this stage subject to appropriate site layout, design and landscaping.

Housing

- 6.146 In terms of housing delivery, all growth scenarios would provide for a similar level of housing provision capable of providing for LHN and a supply buffer. There are no anticipated demands to accommodate any unmet housing need from neighbouring authorities in the north of the plan area. Therefore, it is reasonable that the growth options deliver LHN and a supply buffer only.
- 6.147 It is common practice for local plans to identify a housing land supply buffer over and above the LHN housing requirement. To give greater resilience in providing for the standard method housing requirement the Council is proposing to identify a housing supply buffer. Over the plan period this will help to ensure that the standard method housing requirement is delivered, and a 5-year land supply maintained taking account of issues such as any potential changes to the delivery trajectories of strategic sites. The scale of buffer has been identified with reference to approaches taken by other LPAs in recently adopted Local Plans. A buffer of around 10% above LHN is considered appropriate in relation to local housing delivery rates and projected delivery rates from the mix of sites identified in the growth scenarios.
- 6.148 Growth scenarios 1 – 2 can provide for LHN and a supply buffer of between (10% and 9% respectively). Growth scenarios 3 – 4 can provide for LHN and a supply buffer of (9% and 8% respectively).
- 6.149 In terms of housing delivery and timing, the phasing of strategic sites across the growth scenarios would provide for LHN within the plan period. Growth scenarios 2, 3 and 4 may perform marginally better as they include smaller sites with shorter lead in times for delivery.
- 6.150 In relation to significant effects all growth options have a **positive effect** in terms of delivering LHN derived from the standard method and an appropriate supply buffer.

Landscape

- 6.151 The main source of evidence in relation to landscape sensitivity is the Landscape Study (2023) prepared on behalf of the Council by Stephenson Halliday consultants.
- 6.152 In terms of the 'constant' site options in Andover the north of the Manor Farm site has higher landscape sensitivity and in terms of proximity to the North Wessex Downs AONB. The location of development towards the south of the site and landscaping scheme has the potential to avoid significant effects.
- 6.153 The wider proposed allocation site at Bere Hill has some landscape sensitivity which would influence the location of development within the site.
- 6.154 Of the variable sites Penton Corner is within a local gap and area of high landscape sensitivity and development of the site is likely to result in significant effects. The topography of the Forest Lane site and proximity to Ancient Woodland make this site sensitive to landscape impact which limits the developable area.
- 6.155 Land at Finkley Road is a variable site option in an area of higher landscape sensitivity on the eastern settlement boundary. In order to avoid significant adverse effects development of this site would need to be restricted to less sensitive areas of the proposed site.
- 6.156 Land East of Ludgershall is located adjacent to the North Wessex Downs AONB where there is potential for significant adverse impacts on the setting of the AONB. However, the site also has a close relationship to urbanising influences along the A342 road corridor which reduces susceptibility to change. The relationship of the site to the AONB elevates the sensitivity of the site and appropriate layout, design of development and landscape strategy would be required to avoid significant effects on the AONB.
- 6.157 Land south of the A342 located to the south of Ludgershall is within an open and visually prominent area which elevates its susceptibility to change. Appropriate site layout (locating development within less sensitive areas), design and landscaping will be important to avoid significant effects.
- 6.158 In terms of significant effects, there is landscape sensitivity associated with sites in Ludgershall and sites in Andover including Bere Hill, Manor Farm and Finkley Road. Subject to the alignment of the growth scenarios with the recommendations of the landscape study (in terms of the location, design of development and landscaping strategy) **neutral effects** are predicted. However, Penton Corner as one of the variable site options is likely to result in significant adverse effects.

Land, Soils and Resources

- 6.159 The primary consideration relates to avoiding loss of the best and most versatile (BMV) agricultural land. The NPPF defines BMV land as that which is grade 1, 2 or 3a quality. The data set used to appraise impact is the DEFRA land classification.
- 6.160 In Andover the most significant loss of BMV land is the Manor Farm (held constant) which includes Grade 2 and 3a agricultural land. The remaining variable Andover sites include Grade 3a and 3b agricultural land. Land at Penton Corner (variable site) includes Grade 2 and 3a BMV land.
- 6.161 Both of the sites at Ludgershall are not included within land identified as the BMV land in accordance with the NPPF.
- 6.162 The other key consideration is mineral safeguarding areas as identified in the adopted Hampshire Minerals and Waste Plan. There are no sites within Minerals and Waste allocation areas. There are mineral safeguarding areas for superficial sand and gravel around Andover. Of the variable sites this affects Finkley Road and Forest Lane where consultation with the minerals planning authority will determine any requirements for prior extraction. Of the 'constant' sites, parts of the Manor Farm site are within the minerals safeguarding area.
- 6.163 All of the growth scenarios will result in the loss of BMV land and will have a **negative effect**, but it is difficult to judge what level of loss is 'significant' in terms of the impact on overall supply of BMV agricultural land. All of the growth options have a similar impact as the 'constant' sites include some of the areas of higher agricultural land value. In terms of minerals safeguarding areas all the scenarios are predicted to have a **neutral effect**.

Transport

- 6.164 A strategic transport assessment (2023) (including transport modelling) has been undertaken by Ridge for the north and south of the plan area in consultation with Hampshire County Council.
- 6.165 The transport assessment and modelling has assessed the impact of the growth scenarios in conjunction with the baseline situation and background traffic growth over the plan period on the settlements and surrounding areas of Andover and Ludgershall.
- 6.166 Overall, the transport modelling concludes that the network is able to accommodate additional traffic movements from the growth scenarios subject to appropriate mitigation to avoid significant effects.
- 6.167 **In Andover**, the modelling indicates potential capacity pinchpoints including Enham Arch and Churchill Way West as a result of baseline background growth over the plan period to 2040. The growth scenarios including growth in Andover would place some additional pressure on these locations.

- 6.168 Manor Farm is a constant across all scenarios and would affect the capacity of both Churchill Way West and Enham Arch. Finkley Down Farm is included in scenarios 3 and 4 which would place additional pressure on the capacity of Enham Arch.
- 6.169 **In Ludgershall**, the traffic volumes along the A342 which serves Ludgershall show an increase in additional vehicle movements associated with growth scenarios 1, 2 and 3 . However, there are no issues with capacity on this part of the network to cope with these additional movements.
- 6.170 Overall, the network in the north has capacity to cope with modelled growth. There are some minor challenges in specific areas, but the additional growth does not have a significant impact. Site specific mitigation is likely to be required, but these will be very localized.
- 6.171 Overall **neutral effects** are predicted for scenarios 1 and 2 as these scenarios will not have a significant effect over and above the baseline and background growth over the plan period.
- 6.172 Scenarios 3 and 4 include both Manor Farm and Finkley Down Farm site which would place greater pressure on Enham Arch with **negative effects** above the baseline situation.

Water

- 6.173 All of the growth scenarios and associated sites will be required to demonstrate nutrient neutrality in relation to impact on the Solent SPA, SAC. There is no difference in effects between the scenarios. For all the growth scenarios improvements in the network capacity for foul drainage would be required but this is not considered to affect deliverability. All the growth scenarios include site options in Andover which is served by the Fullerton waste water treatment works (WWTW). The Fullerton WWTW is close to headroom and currently does not have sufficient capacity to accommodate the full quantum of development identified in the growth scenarios over the plan period to 2040. There is potential for the capacity of the Fullerton WWTW to be improved to accommodate LHN and further discussions will be required with Southern Water regarding improvements to be planned through their investment programme. The phasing of strategic sites identified within the growth scenarios in Andover will need to align with the timing of upgrades to the WWTW .
- 6.174 In Ludgershall, there is also insufficient capacity in the WWTW to accommodate growth scenarios 1, 2 and 3 which include site options in Ludgershall. However, there is capacity for the capacity of the Ludgershall WWTW to be enhanced to accommodate these growth options over the plan period. Further discussions will be required with Southern Water regarding improvements to be planned for the Ludgershall WWTW through their investment programme. The phasing of strategic sites identified within the growth scenarios 1, 2 and 3 will need to align with the timing of upgrades to the WWTW .

6.175 Overall, all the growth scenarios are predicted to have a **neutral effect** as nutrient neutrality can be achieved and the capacity of the Fullerton and Ludgershall WWTWs is considered deliverable to accommodate the growth scenarios during the plan period.

7 Preferred Growth Scenarios

- 7.1 Section 6 has provided an appraisal of the reasonable growth scenarios for northern and southern Test Valley. The conclusions of the appraisal have informed the identification of preferred growth scenarios for each area which are set out below:

Northern Test Valley

- 7.2 The Preferred growth scenario for northern Test Valley is Scenario 1. The appraisal shows that Scenario 1 (Andover and Ludgershall 1) performs well in relation to the SA topics, and in comparison to the reasonable alternative growth scenarios. Scenario 1 performs well in terms of housing delivery and providing for LHN and a 10% supply buffer. Scenario 1 also performs well in terms of transport impact and with a similar impact to Scenario 2. Scenario 1 also performs best in terms of landscape impact. In terms of accessibility to community infrastructure and health, Scenario 1 performs slightly less well than scenarios 3 and 4 which have a greater Andover focus. However, growth adjacent to the market town of Ludgershall has a good accessibility to a range of infrastructure and facilities and this location is also a focus for growth in the emerging Wiltshire Local Plan.
- 7.3 Consideration may need to be given to a variation on Scenario 1 depending on the outputs of further technical work and evidence gathering undertaken between Regulation 18 Stage 2 and Regulation 19.

Southern Test Valley

- 7.4 The Preferred growth scenario for southern Test Valley is Scenario 1. The appraisal shows that Scenario 1 (Velmore Farm) performs well in relation to the SA topics, and in comparison to the reasonable alternative growth scenarios. The Velmore Farm site has some landscape sensitivities, but these can be addressed in terms of appropriate development layout, design and landscaping. Scenario 1 is preferable as it provides a more balanced distribution development between Tier 1 and 2 settlements with less reliance on Romsey. This approach places less pressure on the infrastructure capacity of Romsey and enables more proportionate growth and infrastructure improvements across the main southern settlements. Also, Scenario 1 performs slightly better than 3 in terms of accessibility to community facilities and infrastructure by sustainable modes. Scenario 1 also provides an opportunity to deliver employment with scope for commercial development on the Velmore Farm site.
- 7.5 Scenarios 1 and 3 would provide for LHN. Scenarios 2 and 4 would provide above LHN, however there is currently no definitive unmet housing need to accommodate in the south to justify pursuing these scenarios. All scenarios would provide for an appropriate supply buffer. Scenarios 2 and 4 also perform less well in terms of accessibility to community infrastructure in comparison to scenarios 1 and 3. Brentry Nursery and Packridge Farm also relate poorly to the settlement edges of Romsey and North Baddesley

respectively. Scenarios 2 and 4 would also have a greater impact on the transport network.

- 7.6 If unmet housing need is identified during preparation of the plan there may be a need to reconsider further growth scenarios for the southern HMA.

Part 2: What are the appraisal findings at this stage?

8 Introduction to Part 2

- 8.1 The aim of this section of the report is to present an appraisal of the Regulation 18 Stage 2 Local Plan, as currently published. This section provides the context for the appraisal undertaken in Section 9.
- 8.2 The appraisal in this section builds upon the appraisal of the preferred growth scenarios for the northern plan area (Scenario 1) and the southern plan area (Scenario 1) set out in Section 6. In particular, the appraisal presented in this section builds upon the appraisals presented in Section 6 by giving further consideration to:
- Supply components (allocations) that are a 'constant' across the growth scenarios appraised in Section 6; and
 - Thematic policies (both district-wide and site-specific).

Overview of the Local Plan

- 8.3 The Local Plan presents policies under the following headings:
- **Vision, Key Challenges and Objectives**
 - **Spatial Strategy**
 - **Test Valley Communities**
 - **Theme Based Policies:**
 - Climate Change
 - Our Communities
 - Delivering Infrastructure
 - Built, Historic and Natural Environment
 - Ecology and Biodiversity
 - Health, Wellbeing and Recreation
 - Design
 - Housing
 - Economy, Employment and Skills
 - Transport and Movement
- 8.4 The appraisal presented in section 9 focuses on the proposed spatial strategy and the package of proposed supply components (allocations) that are proposed to meet Local Housing Need (LHN) and wider plan objectives. Therefore, the appraisal focuses on policies presented under the Spatial Strategy, Housing and Economy headings, including those policies dealing with new proposed supply. Existing committed sites that are being carried forward can be assumed to form part of the baseline for the purposes of the appraisal.
- 8.5 The proposed approach and focus to the appraisal reflects the fact that it is the proposed spatial strategy that generates significant effects on the

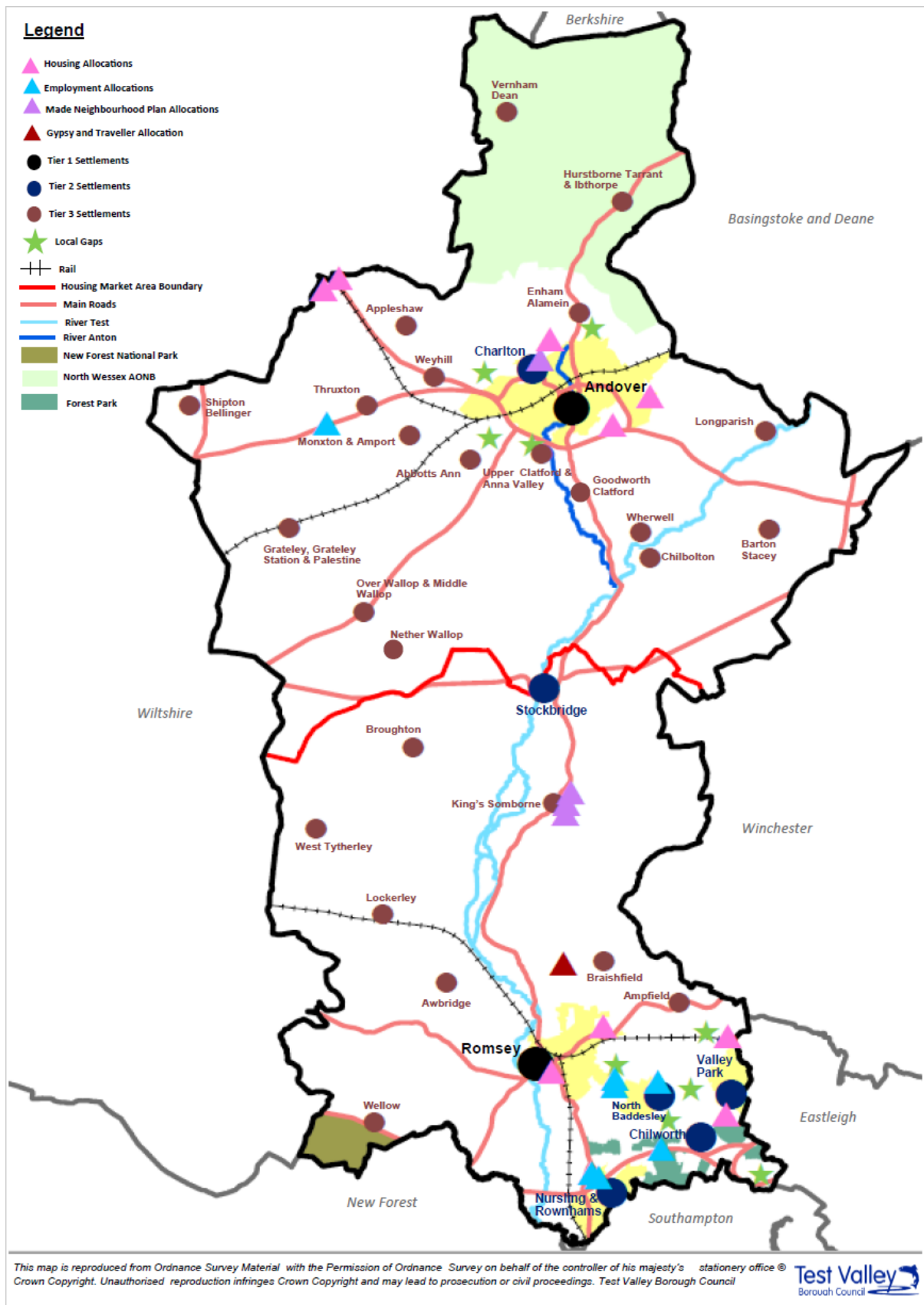
baseline. Thematic policies are less likely to generate significant effects, but rather have a supporting role, serving to mitigate the impacts of growth and ensure that growth-related opportunities are realised. The appraisal seeks to give proportionate consideration to thematic policies.

- 8.6 The spatial strategy is reflected in a key diagram which is set out in **Figure 8** below.

Appraisal Methodology

- 8.7 Appraisal findings are set out below under each of the **13 sustainability appraisal** topics. The aim of this section is to discuss the merits of the Regulation 18 Stage 2 local plan against each of the sustainability topics in turn before reaching an overall conclusion on significant effects. The regulatory requirement is to 'identify, describe and evaluate' significant effects.
- 8.8 Conclusions on significant effects are reached on the basis of available evidence and understanding of key issues and opportunities, mindful of the guidance presented within the Schedules 1 and 2 of the SEA Regulations. Every effort is made to predict effects accurately; however, this is inherently challenging given the high-level nature of the local plan. The ability to predict effects accurately is also limited by knowledge gaps in respect of the baseline (both now and in the future). In light of this, there is a need to make considerable assumptions regarding how the plan will be implemented 'on the ground' and the effect on particular receptors. Assumptions are discussed in the appraisal text where necessary.
- 8.9 The appraisal aims to strike a balance between, on the one hand, a need to be systematic, and on the other hand, a need for conciseness and accessibility. The aim is not to systematically discuss each and every element of the plan in respect of each element of the SA framework.

Figure 8 - The Key Diagram



9 Appraisal of the Regulation 18 Stage 2 Local Plan

- 9.1 This section of the report presents an appraisal of the Regulation 18 Stage 2 plan as a whole. The appraisal is presented under the SA framework (see **Section 3**).

Accessibility (to community infrastructure)

Objective: 'Maintain and improve access to services, facilities, and other infrastructure, whilst improving the efficiency and integration of transport networks and the availability and utilisation of sustainable modes of travel'.

- 9.2 The discussion regarding 'Accessibility' (to community infrastructure) set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.3 Key matters discussed in Section 6, in relation to the proposed Strategy include:

Northern Test Valley

- 9.4 The preferred spatial strategy focuses growth in the Tier 1 settlement of Andover and the Tier 2 settlement of Ludgershall and Tidworth. These settlements have good access to a range of community facilities and infrastructure to meet everyday needs.
- 9.5 Andover and Ludgershall have access to frequent bus services to provide sustainable access to community infrastructure. Also, Andover, is on a main railway line route providing connectivity to other main settlements and a range of infrastructure.
- 9.6 The impact of preferred strategy and sites provision in Andover and Ludgershall affect the capacity of local health care provision and proportionate financial contributions would be required to provide additional capacity.
- 9.7 **In Andover**, overall, the cumulative impact of the preferred strategy in Andover will result in the need for new school provision. The delivery of the 3 adjoining sites at Bere Hill (1,400 homes) would require the provision of a new primary school (2FE).
- 9.8 The proposed allocation at Bere Hill (1,400 homes) also provides the opportunity to provide a significant area of green space to serve the proposed development and surrounding area.
- 9.9 Manor Farm (800 homes) identifies the potential to provide a local centre providing community facilities to contribute to the needs of the new allocation and the surrounding community.
- 9.10 **In Ludgershall**, Wiltshire Council is currently in the process of preparing a new Local Plan which has reached the Regulation 19 stage. The Wiltshire

Local Plan includes a strategic site option in Ludgershall where master planning identifies improvements to community infrastructure provision including education provision. Test Valley sites adjoining Ludgershall (East of Ludgershall, 350 homes, South of Ludgershall (1150 homes) would need to be planned comprehensively with the adjoining site in Wiltshire including new primary school provision.

Southern Test Valley

- 9.11 The preferred strategy focuses growth in the Tier 1 settlement of Romsey and the Tier 2 settlement of Valley Park. These settlements have good access to a range of community facilities and infrastructure to meet everyday needs.
- 9.12 Romsey and Valley Park are on a main railway line and have access to frequent bus services to provide sustainable access to community infrastructure.
- 9.13 The preferred strategy and sites provision in Romsey and Valley Park will have an impact on the capacity of local health care provision and proportionate financial contributions would be required to provide additional capacity.
- 9.14 **In Romsey**, Ganger Farm and land South of the Bypass in Romsey relate well to the settlement edge and are located with good connectivity / accessibility to community facilities.
- 9.15 **In Valley Park**, Velmore Farm is located adjacent to the urban area of Chandlers Ford, Eastleigh and Southampton. This provides relatively good access and connectivity to a range of community infrastructure. Velmore Farm also has relatively good connectivity via cycling and walking routes to the wider urban area and community facilities / infrastructure. Velmore Farm would be required to provide a new primary school of at least 1.5FE. Velmore Farm also includes a proposed local centre / community hub which has the potential to provide some community facilities contributing to day to day needs.
- 9.16 In relation to thematic policies, a number are supportive of 'accessibility' objectives and no significant tensions are identified. Key policies include:
- **TR1: Active and Sustainable Travel** – Developments will be required to be made accessible, integrating effectively with the highway network, public transport, services and facilities, including pathways, cycleways and the Public Rights of Way Network. The policy also seeks financial contributions towards off-site walking and cycling infrastructure.
 - **COM1: Delivering Infrastructure** – This policy sets out a requirement for new development to provide for necessary on and off-site infrastructure and or financial contribution proportionate to its impact.

- **COM2: Community Services and Facilities** – This policy seeks to ensure that where development proposes the loss of cultural and community facilities, including local shops, public houses, places of worship that these uses are retained where needed.
- **HE1: Open Space** - Major residential development will provide for open space provision in accordance with the open space standards.
- **HE2: Existing Open Space** - where development is proposed on existing open space, sports and recreational buildings these uses will be retained where needed.

- 9.17 In **conclusion**, the plan primarily directs growth to the Tier 1 and 2 settlements of Andover, Romsey, Ludgershall and Valley Park which are served by a good range of infrastructure and good transport connectivity. The scale of strategic allocations in these locations also enables the provision of new infrastructure on and off-site to accommodate growth. New development will also make proportionate financial contributions to improvements in community infrastructure including education and health. Overall, there are no significant concerns regarding community infrastructure capacity.
- 9.18 The proposed suite of development management policies provides a strong framework for provision and access to community infrastructure. Development management policies have also been subject to viability testing as part of a whole plan viability assessment so development viability will not be a barrier to provision / improvement of community infrastructure.
- 9.19 Overall **positive effects** are predicted also considering that with no Plan in place development may come forward in an unplanned in locations less well served by community infrastructure.

Air Quality

Objective: 'Maintain and, where possible, enhance air quality'.

- 9.20 The discussion regarding 'Air Quality' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.21 Key matters discussed in Section 6 in relation to the proposed strategy include:
- 9.22 In terms of the impact of air quality and emissions on European habitats, no significant effects are identified in relation to the preferred strategy for the whole plan areas (as evidenced through the HRA assessment).
- 9.23 SO₂ emissions are mainly associated with the output of power stations and industrial processes that require the combustion of coal and oil. Therefore, it is not anticipated that material increases in SO₂ emissions will be associated with the preferred strategy.

- 9.24 In terms of nitrogen (NO_x), total concentrations are forecast to fall below the critical level across the plan area to 2041, with or without the Local Plan. Therefore, no adverse effects will arise from NO_x in the atmosphere in relation to the preferred strategy.
- 9.25 With regard to ammonia, the upper critical level (3 µgm⁻³) will not be exceeded within the plan area under any of the growth scenarios by 2041. Therefore, no significant effects are forecast to arise as a result of the preferred strategy.
- 9.26 With regard to nitrogen deposition, all modelled designated sites are forecast to exceed their lowest critical load by 2041, due to existing sources such as existing traffic, point source emitters and agriculture. However, at no point is the contribution of the preferred strategy forecast to be anything but nominal, being a maximum of 0.01 kgN/ha/yr at the closest point to the road and 0.00 kgN at greater distances.

Northern Test Valley

- 9.27 In Andover the transport modelling identifies pressure points on the network at Enham Arch (roundabout) and Churchill Way West which primarily reflects the baseline situation and the impact of background growth. The impact of the preferred strategy places some additional pressure on these parts of the network. There are no air quality management areas (AQMAS) in northern Test Valley and significant effects are not predicted from the preferred strategy. However, ongoing monitoring would be required to monitor air quality over the plan period.

Southern Test Valley

- 9.28 In Romsey the transport modelling identifies pressure points on the network at Braishfield Road, Sandy Lane and the Romsey Bypass Road which primarily reflects the baseline situation and the impact of background growth. The impact of the preferred strategy places some additional pressure on these parts of the network. There are no air quality management areas (AQMAS) in southern Test Valley and significant effects are not predicted from the preferred strategy. However, ongoing monitoring would be required to monitor air quality over the plan period.
- 9.29 In relation to thematic policies, a number are supportive of 'accessibility' objectives and no significant tensions are identified. Key policies include:
- **ENV 5: Pollution** – The policy sets out a requirement for new development to take opportunities to improve local environmental conditions including air quality.
 - **TR1: Active and Sustainable Travel** – Developments will be required to be made accessible, integrating effectively with the highway network, public transport, services and facilities, including pathways, cycleways and the Public Rights of Way Network. These measures will positively contribute to reducing emissions.

- **CL1: Countering Climate Change** – The policy sets out the local policy response to tackling climate change. The policy includes provision for development to maximise potential for active and sustainable travel helping to reduce emissions.
- **CL3: Sustainable Buildings and Energy Use** – The design of buildings will minimise energy demand for heating, lighting and cooling. All new residential homes will need to demonstrate net-zero operational carbon onsite. Commercial development over 500sqm will be required to meet the BREAAAM ‘excellent’ standard and developments over 5,000sqm will be accompanied by a whole life carbon assessment.
- **CL5: Renewable and Low Carbon Energy** – This policy sets the framework for the consideration of proposals for renewable and low carbon energy in Test Valley.

9.30 In **Conclusion**, no significant effects are identified in relation to air quality affecting the integrity of European sites. Furthermore, the preferred strategy does not give rise to the need to identify AQMAs in the Borough. The proposed suite of development management policies also make a positive contribution to managing emissions within appropriate levels. Overall, **neutral effects** are predicted.

Biodiversity

Objective: ‘Conserve and, where possible, enhance biodiversity and habitat connectivity’

- 9.31 The discussion regarding ‘Biodiversity’ set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.32 Key matters discussed in Section 6, in relation to the proposed Strategy include:
- 9.33 The sites within the preferred strategy for northern and southern Test Valley are within the mitigation zone for the Solent SPA, SAC where nutrient Neutrality will need to be demonstrated in accordance with policy requirements. No significant issues have been identified regarding the ability of developments to achieve nutrient neutrality.

Northern Test Valley

- 9.34 The settlements of Andover and Ludgershall including the locations for growth are subject to some biodiversity constraints in terms of proximity to designated habitat. However, biodiversity constraints have informed site assessments, site layout and capacity so there are limited concerns in relation to significant effects on designated sites.

- 9.35 In **Andover**, proximity to Ancient Woodland and Priority Habitat is a factor for the Manor Farm site (800 dwellings). The developable area / site capacity has taken this into account so significant effects are not anticipated.
- 9.36 Within **Andover**, SINC habitat effects sites including Manor Farm, Bere Hill Farm and Land South of London Road. The proposed sites allocations take these constraints into account in terms of the assessment of capacity and policy requirements to inform site layout.
- 9.37 In **Ludgershall**, a buffer area is required to a small area of Ancient Woodland on the southern strategic site (1150 dwellings).
- 9.38 The two proposed allocations in **Ludgershall** (East of Ludgershall, 350 dwellings and South of Ludgershall 1150 dwellings) are within the recreation mitigation zone for the Salisbury Plain SPA mitigation zone where mitigation is required.

Southern Test Valley

- 9.39 The preferred strategy focuses development at Romsey and Valley Park in locations that are subject to some biodiversity constraints in terms of proximity to designated habitat. Biodiversity constraints have informed proposed site layout and capacities so there are limited concerns in relation to significant effects on designated habitat sites.
- 9.40 The growth scenarios and site packages within southern Test Valley are within the 13.8km zone to the New Forest National Park where mitigation is required in relation to the Local Plan policy. Developments of approximately 100 units and over will be required to provide Suitable Alternative Natural Green Space in accordance with policy requirements. Development below this threshold is required to make a financial contribution. Sites within the preferred strategy including Ganger Farm, Land South of the Bypass and Velmore Farm will need to provide SANG.
- 9.41 The Solent SPA, SAC recreation mitigation zone affects part of the southern area including 'Land South of the Bypass' where a financial contribution will be required.
- 9.42 In **Romsey**, Land at Ganger Farm (340 dwellings) is located adjacent to Ancient Woodland, Priority habitat and SINC where appropriate buffer areas are required. The proposed location of development has taken these constraints into consideration with the appropriate buffer zones and significant effects are not predicted. Land South of the Bypass, Romsey (110 dwellings) is also located adjacent but outside an area of Priority Habitat so there are limited concerns about significant effects.
- 9.43 In **Valley Park**, there is SINC and Priority Habitat within Velmore Farm on the western site boundary and the proposed location of development takes this into consideration. There is also SINC habitat adjacent to the southern site boundary at Hut Wood and appropriate buffer areas will need to be applied.

Land to the North of King Edward Park, Valley Park (44 C2 Units) is located adjacent to the Trodds Copse Ancient Woodland and SSSI where appropriate buffer zones are required.

- 9.44 In relation to thematic policies, a number are supportive of 'biodiversity' objectives and no significant tensions are identified. Key policies include:
- **ENV 5: Pollution** – Development will only be permitted where it does not have an unacceptable impact on the natural environment. The policy sets out a requirement for new development to take opportunities to improve local environmental conditions including air and water quality.
 - **BIO1: Conservation and Enhancement of Biodiversity and Geological Interest** – All development shall ensure the conservation, enhancement and restoration of biodiversity and geology avoiding any adverse impacts on condition.
 - **BIO2: International Nature Conservation Designations** – This policy sets out requirements to avoid potential adverse effects on the integrity of international nature conservation designations.
 - **BIO3: Biodiversity Net Gain** – Development of one or more dwellings or non-residential dwellings will be required to deliver at least 10% biodiversity net gain. Viability testing of all local plan policies has been undertaken and concluded that 20% BNG was not viable in conjunction with other policy requirements.
 - **BIO4: Green Infrastructure** – The policy sets out the requirement for new development to conserve and enhance green and blue infrastructure.
 - **BIO5: Trees and Hedgerows** – New development will be required to take account of impact on trees and hedgerows on and off site including TPO trees and irreplaceable habitats including Ancient Woodland.
- 9.45 In **conclusion**, the preferred strategy for Northern and Southern Test Valley and site selection has been informed by biodiversity. Across the plan area as a whole biodiversity constraints have not prejudiced the ability to deliver LHN and the ability to identify appropriate sites from 'top down' (strategic) and 'bottom up' (merits of the sites) factors.
- 9.46 The suite of proposed development management policies provides a strong framework to deliver the biodiversity objectives of the plan. Policies have been subject to viability appraisal and a policy requirement of over 10% biodiversity net gain is not viable. Overall, in relation to the preferred strategy for the north and south of the plan area **neutral effects** are predicted overall.

Climate Change Adaptation

Objective: 'Seek to avoid and reduce vulnerability to the risk of flooding and the resulting detrimental effects to the public, economy and environment'.

- 9.47 The discussion regarding 'Climate Change Adaptation' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.48 Key matters discussed in Section 6, in relation to the proposed Strategy include:
- 9.49 The primary concern here is flood risk in relation to tidal, fluvial and surface water flooding. A new Level 1 Strategic Flood Risk Assessment (SFRA) has been produced for the Borough which takes the latest available climate change forecasts into account. The SFRA has been used to assess the impact of flood risk on the preferred strategy. The Borough is affected by flooding from rivers and surface water flooding.
- 9.50 In the north and south of the plan area the preferred strategy sites are all located in flood zone 1. Some sites are affected by surface water flooding, but this has been taken into account in terms of developable area and site capacities.

Northern Test Valley

- 9.51 The preferred strategy sites are affected by surface water flooding to a limited degree and significant effects are not predicted subject to appropriate site layout.

Southern Test Valley

- 9.52 In **Romsey**, Ganger Farm (340 dwellings) and land South of the Bypass (110 dwellings) are affected by surface water flooding and a sequential approach to the location of development will be required in conjunction with a drainage strategy.
- 9.53 In relation to thematic policies, a number are supportive of 'climate change adaptation' objectives and no significant tensions are identified. Key policies include:
- **CL1 – Countering Climate Change** – New development will address and be designed to reflect the impacts of our changing climate through both mitigation and adaptation measures.
 - **CL2: Flood Risk** – New development will be directed to areas of lowest risk of flooding from all sources.
- 9.54 In **Conclusion**, flood risk has informed the preferred strategy to ensure that sites are located in flood zones 1. Site specific flood risk assessments will be

required to inform the location of development within the preferred sites and strategy towards sites affected by surface water flooding.

- 9.55 The proposed suite of development management policies provides a strong policy framework to ensure development is located away from areas affected by flood risk and that appropriate climate change adaptation measures are implemented. Overall **neutral effects** are predicted for the preferred strategy.

Climate Change Mitigation

Objective: 'Support the delivery of climate change mitigation and adaptation measures'.

- 9.56 The discussion regarding 'Climate Change Mitigation' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.57 This is a key issue for the Local Plan and links to the Council's Climate Emergency Action Plan. The Local Plan must demonstrate an approach for minimising greenhouse gas emissions for both transport and the built environment.
- 9.58 A stand-alone discussion regarding transport related considerations is set out below under the 'Transport' topic. Also, further discussion is set out above under 'Accessibility'.
- 9.59 Key matters discussed in Section 6, in relation to the proposed Strategy include:

Transport emissions

- 9.60 The preferred strategy directs growth to Andover, Ludgershall, Romsey and Valley Park which are served by a range of facilities and infrastructure and connected by frequent bus services. Andover, Romsey and Valley Park are also connected by a main rail line. This helps to reduce car dependency and provides the opportunity to support walking and cycling and a degree of local trip internalisation / self – dependency. However, Test Valley is a rural Borough where future bus service provision is uncertain and some car use will be a necessity.

Built environment emissions

- 9.61 Strategic scale growth locations in Andover, Ludgershall, Romsey and Valley Park with generally higher viability (over and above small-scale locations) provide the opportunity to deliver developments to higher standards of sustainable construction and to incorporate sources of renewable energy to reduce built environment emissions.

9.62 In relation to thematic policies, a number are supportive of 'climate change mitigation' objectives and no significant tensions are identified. Key policies include:

- **CL1: Countering Climate Change** - New development will address and be designed to reflect the impacts of our changing climate through both mitigation and adaptation measures.
- **CL3: Sustainable Buildings and Energy Use** –The policy includes measures to address climate change mitigation through achieving net zero operational carbon onsite. New residential and employment development will minimise demand for heating, lighting and colling.
- **CL4: Water Use and Management** – New residential and commercial development will be designed to achieve a higher level of water efficiency.
- **CL5: Renewable and Low Carbon Energy** - This policy sets the framework for the consideration of proposals for renewable and low carbon energy in Test Valley.
- **BIO3: Biodiversity Net Gain** - Development of one or more dwellings or non-residential dwellings will be required to deliver at least 10% biodiversity net gain.
- **BIO4: Green Infrastructure** - The policy sets out the requirement for new development to conserve and enhance green and blue infrastructure.
- **BIO5: Trees and Hedgerows** – The policy sets out criteria for where development will be permitted in terms of impact on trees and hedgerows. The policy makes provision for new tree, woodland and hedgerow planting which has positive effects on built environment emissions.

9.63 The issue of climate change is a global issue, and the impact of local actions has a more limited effect. However, there is a need for a level of ambition in line with the national and local commitments as set out in the council's climate change strategy. It is also important to take account of the no-plan scenario that would likely result in poorly co-ordinated growth with opportunities missed for built environment decarbonisation. The no plan scenario would likely result in higher levels of emissions contributing to the effects of climate change. Also, without a suite of updated development management policies the potential to deliver net zero carbon development would be missed.

9.64 The proposed suite of development management policies provides a strong policy framework to ensure development is located appropriately and provides necessary climate change mitigation measures. These policies have also been subject to viability assessment and standards for sustainable construction, water use and biodiversity net gain reflect viability evidence. Overall, **neutral effects** are predicted for the preferred strategy as concluded through the HRA assessment regarding air quality.

Economy and Employment

Objective: 'Ensure the local economy is thriving with high and stable levels of growth, whilst supporting productivity and the promotion of a diverse economy, with the availability of a skilled workforce'.

- 9.65 The main consideration here concerns the proposal to meet the objectively assessed needs for **employment land** as identified in the DLP Employment Land Study 2023. This matter is a focus of detailed discussion in **Appendix II**.
- 9.66 Overall, projected employment land requirements are met in the north of the plan area through existing supply and allocations. In the south of the plan area projected requirements are largely met, with a marginal shortfall for B8 land. A further call for employment sites is being undertaken as part of Regulation 18 Stage 2 to address this shortfall.
- 9.67 The discussion regarding 'Economy and Employment' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley. Key matters discussed in Section 6, in relation to the proposed Strategy include:
- 9.68 The preferred strategy includes a quantum of housing growth that can be supported by the proposed provision of employment land identified for the north and south of the plan area. Housing sites identified in the preferred strategy do not prejudice the delivery of employment land.

Northern Test Valley

- 9.69 In **Andover**, only Manor Farm (north Andover) may potentially deliver employment land as part of a residential led scheme. Illustrative master planning submitted at Regulation 18 Stage 1 identifies a possible area for employment which could be in the region of 1.5ha.

Southern Test Valley

- 9.70 In the south and **Valley Park**, only Velmore Farm is promoted with a limited amount of employment land (1.5ha approximately) as part of a residential led scheme.
- 9.71 The Local Plan includes strategic policies which deal with employment land provision over the plan period. There are also a number of thematic policies which are supportive of 'Economy and Employment' objectives and no significant tensions are identified. Key strategic and thematic policies include:
- **SS6: Employment land Requirements** – This policy sets out the overall employment land requirement to be delivered over the plan period 71.7ha of which 31.3ha is in northern Test Valley and 40.4ha in southern Test Valley. The Local Plan is proposing to meet this need as far as practicable and over provide for B1 and B2 uses, however there remains a marginal shortfall for B8 employment land in the south of the plan area.

- **SS7: Meeting the Employment Land Requirement** – This policy sets out the strategy for addressing objectively assessed needs for employment land through existing supply and new employment allocations. This is discussed further in **Appendix 2**.
- **COM1: Delivering Infrastructure** - This policy sets out a requirement for new development to provide for necessary on and off-site infrastructure and or financial contribution proportionate to its impact.
- **EC1: Retention of Employment Land and Strategic Employment Sites** – The policy protects strategic employment sites, existing employment sites and allocations where they are required to meet the economic needs of the area.
- **EC2: Re-Use of Buildings in the Countryside** – Enables the re-use of buildings in the countryside for commercial use subject to policy criteria.
- **EC3: Rural Diversification and Employment Sites in the Countryside** – Provides a policy framework to support rural diversification and development on existing employment sites in the countryside.
- **EC4: Tourism** – Provides a policy framework for the development of proposals for tourism and tourist accommodation.
- **EC5: Skills and Training** - Where developments have a significant impact on the labour market financial contributions will be required to support skills and training in the area. Employment and skills plans will be required for residential developments over 50 dwellings and commercial developments over 1,000 sqm.

9.72 In **conclusion**, the preferred strategy for employment aligns with the housing spatial strategy and the focus for growth in the surrounding area of Andover, Romsey, Valley Park and Nursling and Rownhams. The preferred strategy also does not prejudice the delivery of employment land to address objectively assessed needs. However, further employment land will need to be identified in the south of the plan area to address the marginal shortfall for B8 land.

9.73 The proposed suite of development management policies provides a strong policy framework to support employment and economic development. Overall **positive effects** are predicted.

Communities and Health

Objective: 'Seek to improve the health and wellbeing of the population'.

- 9.74 The discussion regarding 'Economy and Employment' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.75 The discussion under this topic is closely related to **Accessibility** (to community infrastructure), discussed above. Therefore, conclusions drawn for both topics are consistent.
- 9.76 The preferred strategy and strategic allocations would generate proportionate financial contributions towards improvements in community and health infrastructure in the Tier 1 and 2 settlements of Andover, Ludgershall, Romsey and Valley Park.
- 9.77 Key matters discussed in Section 6, in relation to the proposed Strategy include:

Northern Test Valley

- 9.78 In **Andover**, Delivery of the 3 adjoining sites at Bere Hill would require the provision of a new primary school (2FE). Submitted master planning for this site includes the potential provision of an area of significant green space which would have a benefit as a community facility.
- 9.79 Master planning prepared for the Manor Farm site identifies the possible delivery of a 'local centre' capable of providing community facilities. Master planning for this site also identifies the potential for an area of significant green space which would provide wider community benefit.
- 9.80 In **Ludgershall**, the proposed urban extensions would be planned in conjunction with the adjoining strategic site proposed in the draft Wiltshire Local Plan. This would include the provision of a new primary school and contributions to community infrastructure.

Southern Test Valley

- 9.81 In **Valley Park**, Velmore Farm (1,070 dwellings) would be required to provide a 1.5FE primary school. Illustrative master planning submitted for Velmore Farm identifies the possible provision of a local centre / community hub capable of providing community facilities serving the new neighbourhood and wider community.
- 9.82 In relation to thematic policies, a number are supportive of 'communities and health' objectives and no significant tensions are identified. Key policies include:

- **COM1: Delivering Infrastructure** - This policy sets out a requirement for new development to provide for necessary on and off-site infrastructure and or financial contribution proportionate to its impact.
- **COM2: Community Services and Facilities** - This policy seeks to ensure that where development proposes the loss of cultural and community facilities, including local shops, public houses, places of worship that these uses are retained where needed.
- **HE1: Open Space** - Major residential development will provide for open space provision in accordance with the open space standards.
- **HE3: Access to the Countryside** – Development that provides access to the countryside will be supported where it integrates effectively with existing rights of way.
- **TR1: Active and Sustainable Travel** - Developments will be required to be made accessible, integrating effectively with the highway network, public transport, services and facilities, including pathways, cycleways and the Public Rights of Way Network.

9.83 In **conclusion**, the preferred strategy for northern and southern Test Valley directs development to the Tier 1 and 2 settlements with good connectivity / accessibility to community and health facilities. All GP surgeries in the plan area are at or close to capacity and additional capacity will need to be provided for over the plan period to accommodate planned growth. The strategy and associated sites will also deliver new infrastructure and make proportionate financial contributions to improving the capacity of local facilities including health facilities.

9.84 The proposed suite of development management policies provides a strong policy framework to support the delivery and improvement in the capacity of community and health infrastructure. Also as concluded under 'Accessibility', the preferred strategy focus of growth in Tier 1 and 2 settlements provides good access / connectivity to community and health infrastructure. Overall **positive effects** are predicted.

Historic Environment

Objective: 'Conserve and, where possible, enhance the historic environment and the significance of heritage assets'.

9.85 The discussion regarding 'Historic Environment' set out in Section 6 identifies the potential for harm to heritage assets in relation to the preferred strategy for the north and the south of the plan area. However, subject to appropriate site layout, design and landscaping design significant effects are not predicted.

Northern Test Valley

- 9.86 In **Andover**, The Manor Farm site (800 dwellings) is located adjacent to listed buildings at Knights Enham. There is potential for significant harm to these heritage assets subject to appropriate site layout, design and landscaping scheme. The proposed site allocation policy sets out requirements for these measures so significant effects are not predicted.
- 9.87 Land at Bere Hill (1400 dwellings), is located adjacent to the heritage assets of Ladies Walk and the Iron Bridge where there is potential for significant harm to these heritage assets subject to appropriate site layout, design and landscaping scheme. The proposed site allocation sets out requirement for these measures so significant effects are not predicted.
- 9.88 In **Ludgershall**, Land East of Ludgershall (350 dwellings) is located to the west of Biddesden Registered Park and Garden where there is potential to impact the setting. The proposed policy sets out landscaping requirements in relation to impact on the AONB and the RPG and significant effects are not predicted.

Southern Test Valley

- 9.89 In **Romsey**, Land South of the Bypass (110 dwellings) is in a sensitive location for heritage adjacent to the Broadlands Park Registered Park and Garden and within the setting of Romsey Conservation Area. Significant harm to heritage assets is not anticipated subject to appropriate site layout, design and landscaping scheme. The proposed site allocation sets out requirement for these measures so significant effects are not predicted.
- 9.90 In **Valley Park**, Velmore Farm (1,070 dwellings) has a Roman road running through part of the site. Subject to the outputs of further survey work it is anticipated that the Roman Road may need to be retained. Retention of the Roman road is a relatively small part of the site and is not anticipated to significantly affect development potential. On this basis, significant effects are not predicted.
- 9.91 In relation to thematic policies, a number are supportive of 'Historic Environment' objectives and no significant tensions are identified. Key policies include:
- **BNV1: Historic Environment** – The policy sets out criteria to preserve and enhance the Borough's historic environment and heritage assets.
 - **BNV2: Development Affecting Heritage Assets** – Sets out criteria for development affecting designated or non-designated heritage assets to conserve or enhance the significance of the asset.
- 9.92 In **Conclusion**, the preferred strategy and associated sites for the northern and southern Test Valley include sites located near heritage assets where there is potential for significant effects / harm to heritage assets. There is

potential for **negative effects**, but significant harm is not predicted as a result of allocation policy requirements concerning layout, design and landscaping.

- 9.93 The proposed suite of development management policies provides a strong policy framework to preserve the Borough's historic environment and heritage assets in accordance with NPPF requirements and statutory duty.

Housing

Objective: 'Ensure everyone has the opportunity to live in an appropriate and affordable home that meets their needs'.

- 9.94 The discussion regarding 'Housing' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.

Northern Test Valley

- 9.95 The preferred strategy for northern Test Valley provides for LHN in full including provision of a supply buffer of approximately 10% in north and south Test Valley. A supply buffer of 10% is considered appropriate in relation to local housing delivery rates and sufficient to provide flexibility in supply to ensure LHN is met, and a five-year housing land supply maintained.
- 9.96 In terms of housing trajectory and delivery rates the preferred strategy includes commitments, existing and proposed allocations of a range of size and type to provide a balanced delivery rate and completion within the plan period.
- 9.97 In relation to the matter of unmet housing need there has been no request in the north of the plan area from neighbouring authorities and none is anticipated in the preparation of this plan. Therefore, the housing requirement in the north of the plan area is set at LHN.

Southern Test Valley

- 9.98 The preferred strategy for southern Test Valley provides for local housing needs LHN in full including a 10% supply buffer which is considered appropriate.
- 9.99 In terms of housing trajectory and delivery rates the preferred strategy includes commitments, existing and proposed allocations of a range of size and type to provide a balanced delivery rate and completion within the plan period.
- 9.100 In southern Test Valley, there is currently no definitive unmet housing need from neighbouring authorities (including the PfSH authorities). It is anticipated that the majority of housing need (when measured against the NPPF 2023 standard method) for the PfSH area will be met through existing commitments including planning permissions, allocations in local plans and neighbourhood plans and through windfall. The Council received a request from Havant

Borough Council regarding unmet housing need in response to the Test Valley Local Plan Regulation 18 Stage 1 consultation in 2022. However, this is not considered to be definitive unmet need as it has not been demonstrated why this housing cannot be accommodated in the Havant Plan area. Furthermore, need and delivery in Havant relates to need in a different Housing Market Area (HMA) so provision in Test Valley would not be appropriate.

- 9.101 **Section 5** of this report has also examined other potential drivers for setting a housing requirement above LHN in relation to economic strategies and affordable housing need and there is compelling reason to do so based on these factors. **Section 6** of this report presented reasonable alternative growth scenarios capable of delivering above LHN to address the issue of potential unmet need being identified during preparation of this Plan.
- 9.102 If definitive unmet need is identified from neighbouring authorities during the preparation of this plan, options for potentially delivering above LHN can be reconsidered at the next stage of this Plan (Regulation 19). At this stage delivering above LHN is unnecessary and would result in greater cumulative impact on some SA topics. Greater pressure would be placed on the transport network (in the north and the south). Higher levels of growth will create more recreational pressure on European sites. In terms of employment, a higher housing requirement may also require additional employment land provision in the south of the plan area where there currently a shortfall. In terms of infrastructure there would also be greater pressure on community and health infrastructure where there is currently a need for significant capacity improvements.
- 9.103 A further key consideration is **affordable housing** and the Strategic Housing Market Assessment (2022)³² identifies need for 437 affordable homes for rent and 215 affordable home ownership homes per annum. Taken together (652 dpa) this figure of affordable housing need is in excess of the housing requirement (550 dpa). Policy HOU1 proposes that affordable housing will be sought as a proportional percentage based on site size and the percentages applied are consistent with the outputs of the viability evidence. Whilst these thresholds do not provide for meeting the affordable housing need in full, affordable need is part of the overall total housing needs as calculated using the Government's standard method and this approach is also supported by the SHMA. The Council will seek to provide for the maximum affordable housing it can achieve utilising the planning and housing policy mechanisms available, and subject to viability and availability of funding. The viability evidence prepared to support the plan demonstrates that it would not be viable to seek a higher rate of affordable housing alongside other policy requirements of the Plan.
- 9.104 The issue of planning for the accommodation needs of **Gypsies and Travellers and Travelling Showpeople** is discussed in detail in **Appendix**

³² <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-local-communities>

III. At this stage of the plan preparation the objectively assessed needs for Gypsy and Traveller and Travelling Showpeople from the GTAA³³ are not met in full and within the first five years. A call for sites is being undertaken alongside this consultation stage of the plan to identify further site options. The Plan proposes to address objectively assessed needs through intensification, expansion and regularisation of sites and allocation of new sites.

9.105 The Local Plan includes strategic policies which deal with housing provision over the plan period. There are also a number of thematic policies which are supportive of 'Housing' objectives and no significant tensions are identified. Key policies include:

- **SS3 Housing Requirement** – This policy sets a housing requirement of 11,000 homes to be delivered over the plan period 2020 to 2040 with an annual housing requirement of 550 homes. This breaks down to a requirement for 6,720 homes (313 per annum in northern Test Valley and 4,730 homes (237 per annum) in southern Test Valley.
- **SS4 Rural Housing Requirement** – This policy sets out a rural area housing requirement of 542 homes to be delivered over the plan period 2020 to 2040. Of the overall requirement 260 homes will be delivered in northern Test Valley and 282 homes in Southern Test Valley. It is anticipated that the rural housing requirement will be delivered through Neighbourhood Plans and community led development primarily.
- **SS5 Neighbourhood Development Plan Housing Requirements** – This policy sets out the housing requirement for designated Neighbourhood Development Plan areas and when 'Made' NDPS will be provided with a figure upon review of their plan.
- **HOU1: Affordable Housing** – This policy sets out the requirements for affordable housing provision on housing sites in the Borough including the designated rural area.
- **HOU2: Community Led Development** – This policy sets out the criteria that will apply to proposals for community led development for housing and other uses.
- **HOU3: Rural Exception Sites** – This policy supports the provision of affordable homes in the rural areas of Test Valley to increase the supply of affordable homes and sets out the criteria that will apply to rural exception site proposals.

³³ <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/evidence-base/evidence-base-local-communities>

- **HOU4: First Homes Exception Affordable Housing** – This policy sets out when development of First Homes Affordable Exception Sites will be permitted.
- **HOU5: Provision of Housing to Meet Our Needs** – This policy sets out requirements for new housing developments to deliver an appropriate housing mix and deliver appropriate housing densities ensuring efficient use of land.
- **HOU6: Residential Space Standards (Space)** – This policy sets out space standards that will apply to market and affordable housing developments.
- **HOU7: Self Build and Custom Housing** – To support self-build and custom housing, on sites of more than 100 homes at least 5% of dwellings will be made available as serviced plots for self and custom builders.
- **Policy HOU8: Meeting the needs of Gypsies, Travellers and Travelling Showpeople** – This policy sets out the Borough need for 44 gypsy and traveller pitches and 25 plots for travelling showpeople. Objectively assessed needs will be met through intensification and expansion of existing sites, regularisation of unauthorised sites and by allocation of a new site.
- **HOU9: Gypsies, Travellers and Travelling Showpeople** – Sets out criteria that will apply to proposals for development of sites for gypsies, travellers and travelling showpeople.
- **HOU10: Occupational Accommodation for Rural Workers in the Countryside** – This policy sets out the criteria that will apply to proposals for accommodation for rural workers in the countryside.
- **HOU11: Existing Dwellings and Ancillary Domestic Buildings in the Countryside** – This policy sets out the criteria that will apply to proposals for the extension of existing dwellings and ancillary residential development in the countryside.
- **HOU12: Replacement Dwellings in the Countryside**- This policy sets out the criteria that will apply to proposals for replacement dwellings in the countryside.

9.106 In **conclusion**, the preferred housing strategy for northern and southern Test Valley will provide for LHN including a supply buffer which will have positive effects. The housing strategy also includes support for housing provision through Neighbourhood Plans and community led development in the rural area commensurate with the status of these settlements in the settlement hierarchy. The preferred strategy provides a balanced approach to the distribution of housing development between Tier 1, 2 and 3 settlements that considers strategic ‘top down’ and ‘bottom up’ (merits of the sites) factors. There is currently no definitive unmet housing need or other compelling

reason to set a housing requirement above LHN. If definitive unmet housing need is identified in the preparation of this Plan there is potential for the growth strategy for the south to be reappraised.

- 9.107 The proposed suite of strategic and thematic development management policies provides a strong policy framework to support housing delivery in the Borough to meet LHN including market, affordable and the needs of specific groups identified in the NPPF / PPG. Strategic Policy SS4 identifies a housing requirement figure for the rural area which provides greater flexibility in housing supply to ensure that LHN is provided for and a 5-year housing land supply is maintained. Strategic Policy SS5 also contributes to housing delivery and flexibility in supply through the provision of housing figures for designated Neighbourhood Plan areas. Overall **positive effects** are predicted in relation to housing delivery.

Landscape

Objective: 'Conserve and, where possible, enhance the Borough's landscape, townscapes and settlement character.'

- 9.108 The discussion regarding 'Landscape' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.109 The main source of evidence in relation to landscape sensitivity is the Landscape Study (2023) prepared on behalf of the Council by Stephenson Halliday consultants.
- 9.110 Key matters discussed in Section 6, in relation to the proposed Strategy include:

Northern Test Valley

- 9.111 In **Andover**, Land at Manor Farm (800 dwellings) includes land with higher landscape sensitivity to the north of the site and in proximity to the North Wessex Downs AONB. The proposed allocation policy criteria sets out requirements relating to layout to concentrate development in less sensitive areas of the site to the south in conjunction with design and landscaping requirements. On this basis, significant effects are not predicted.
- 9.112 The landscape study (2023) identifies areas of higher landscape sensitivity at Bere Hill (1400 dwellings). The proposed allocation policy criteria sets out requirements relating to layout, design and landscaping requirements and significant effects are not predicted.
- 9.113 In **Ludgershall**, Land East of Ludgershall (350 dwellings) is located adjacent to the North Wessex Downs AONB where there is potential for significant adverse effects on the setting of the AONB. However, the site also has a close relationship to urbanising influences along the A342 road corridor which reduces susceptibility to change. The relationship of the site to the AONB

elevates the sensitivity of the site and appropriate layout, design of development and landscape strategy would be required to avoid significant effects on the AONB.

- 9.114 Land south of the A342 located to the south of Ludgershall is within an open and visually prominent area which elevates its susceptibility to change. Appropriate site layout (locating development within less sensitive areas), design and landscaping will be important to avoid significant effects.

Southern Test Valley

- 9.115 In **Valley Park**, Velmore Farm (1,070 dwellings) is within a broader area of higher landscape sensitivity but there is variation in landscape sensitivity within the site and on the land to the south which are more associated with urban influences. The site is also within the local gap between Chilworth and Valley Park. The proposed location of development would narrow the gap but a gap would be maintained. In relation to the policy requirements regarding the layout, design and landscaping requirements of development neutral effects are predicted.
- 9.116 In relation to thematic policies, a number are supportive of 'Landscape' objectives and some tension is identified between the preferred strategy and the local gaps policy. Key policies include:
- **BNV3: Landscape Character** – This policy sets out criteria for development to ensure the protection and enhancement of the landscape character of the Borough.
 - **BNV4: Local Gaps** – This policy sets out the criteria that will apply to development within designated Local Gaps so that physical and visual separation is not diminished and so that the integrity of the local gap is not compromised.
- 9.117 The proposed allocation at Velmore Farm is within a local gap. The layout, design and landscaping strategy is consistent with advice provided in the Landscape Study (2023), Local Gaps Study (2023) and Policy BNV4 to maintain the integrity of the local gap.
- 9.118 In **conclusion, neutral effects** are predicted in relation to the preferred strategy for northern and southern Test Valley. The preferred strategy including policy requirements regarding the layout, design and landscaping requirements align with the recommendations of the Landscape Study (2023) and Local Gaps Study (2023).
- 9.119 The proposed suite of development management policies provides a strong policy framework to protect and enhance the landscape character of the Borough.

Land, Soils and Resources

Objective: 'Encourage the efficient use of land and conserve soil resources'.

- 9.120 The discussion regarding 'Land, Soils and Resources' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.121 Key matters discussed in Section 6, in relation to the proposed Strategy include:
- 9.122 The primary consideration relates to avoiding loss of the best and most versatile agricultural land. The NPPF defines BMV land as that which is grade 1, 2 or 3a quality. The data set used to appraise impact is the DEFRA land classification. The preferred strategy will result in the loss of BMV land, but it is difficult to judge what level of loss is 'significant' in relation to the overall supply of BMV agricultural land in the Borough.
- 9.123 The other key consideration is mineral safeguarding areas as identified in the adopted Hampshire Minerals and Waste Plan. There are no housing sites within Minerals and Waste allocation areas but there are sites within minerals safeguarding areas. Hampshire County Council as Minerals Planning Authority will be engaged regarding any potential requirement for the prior extraction of minerals for sites within minerals safeguarding areas.

Northern Test Valley

- 9.124 In **Andover**, Manor Farm (800 dwellings) includes loss of Grade 2 and 3a BMV land. Parts of this site also include minerals safeguarding land for superficial sand and gravel.
- 9.125 Both of the proposed allocation sites in Ludgershall do not include BMV agricultural land.

Southern Test Valley

- 9.126 In **Valley Park**, 50% of the Velmore Farm site is Grade 3a BMV agricultural land.
- 9.127 In **Romsey**, Ganger Farm (340 dwellings) and Land South of the Bypass (110 dwellings) are located within minerals safeguarding areas for superficial sand and gravel where consultation is required with the minerals planning authority regarding the potential need for prior extraction.
- 9.128 In relation to thematic policies, some relate to and are supportive of 'land, Soils and Resources' objectives and no significant tensions are identified. Policies that relate to minerals and waste are contained in the adopted Hampshire Minerals and Waste Plan (2013). Relevant policies from the draft Test Valley Local Plan include:

- **DES1: Delivering Sustainable and High-Quality Developments** – This policy deals with impact on landscape on a strategic level which can relate to impact on agricultural land.
- **Policy BNV3: Landscape Character** - This policy sets out criteria for development to ensure the protection and enhancement of the landscape character of the Borough.

9.129 In **conclusion**, the preferred strategy involves some loss of BMV agricultural land which may have a **negative effect**, but it is difficult to judge what level of loss is significant. In terms of residential sites none are within a minerals and waste allocation. For sites located within areas safeguarded for minerals, engagement with the minerals planning authority is required to confirm potential need for prior extraction.

Transport

Objective: ‘Achieve a sustainable and integrated transport system’.

- 9.130 The discussion regarding ‘Transport’ set out in Section 6 is broadly supportive of the preferred strategy for Northern and Southern Test Valley. Key matters discussed in Section 6, in relation to the proposed Strategy include:
- 9.131 The main source of evidence is the Transport Assessment (including transport modelling) (2023) that has been undertaken on behalf of the Council for the plan area by Ridge and in consultation with Hampshire County Council.
- 9.132 The transport assessment and modelling has assessed the impact of the preferred strategy in conjunction with the baseline situation and background traffic growth over the plan period on the settlements and surrounding areas of Andover, Ludgershall, Romsey, North Baddesley, Valley Park and Nursling and Rownhams.
- 9.133 Overall, the transport modelling has concluded that in terms of cumulative impact, the preferred strategy for north and south Test Valley is deliverable and significant effects are not predicted. However, site specific transport assessments will be required to confirm mitigation measures for individual sites.

Northern Test Valley

- 9.134 **In Andover**, the modelling indicates potential capacity pinchpoints including Enham Arch and Churchill Way West as a result of baseline background growth over the plan period to 2040. The preferred strategy and associated allocations in Andover would place some additional pressure on these locations but this impact can be mitigated.
- 9.135 **In Ludgershall**, the traffic volumes along the A342 which serves Ludgershall show an increase in additional vehicle movements associated with the

preferred strategy. However, there is capacity on this part of the network to cope with these additional movements.

- 9.136 Overall, the network in the north has capacity to cope with modelled growth. There are some minor challenges in specific areas, but the additional growth does not have a significant impact. Site specific mitigation is likely to be required, but these will be very localized.
- 9.137 The identification of mitigation measures and financial contributions would relate to the cumulative impact from background growth and individual sites. No fundamental constraints have been identified in relation to the delivery of individual sites.

Southern Test Valley

- 9.138 The modelling demonstrates that the main impact on the transport network is relation to the baseline situation and background traffic growth over the plan period. The impact of the growth scenarios is not significant over and above the baseline. The difference between what will happen anyway and the growth options in terms of additional vehicle movements is not significant and equates to a maximum of 1.2% of the total vehicular movements by 2040.
- 9.139 The model shows areas of network where volumes are already high and causing congestion as a result of limited capacity at particular pinchpoints in the south. Pinchpoints are located around Romsey - Botley Road, Winchester Road, Southampton Road, The Bypass, Highwood Lane, around Rownhams Lane, Nutburn Road and Nursling Spur of Motorway. However, the impact on these locations (over and above the baseline) is not significantly worsened by the preferred strategy.
- 9.140 In **Romsey**, there are network capacity issues at Braishfield Road, Sandy Lane and Jermyns Lane as a result of background traffic growth over the plan period. Related to this broad location, the preferred strategy includes the Ganger Farm site (340 dwellings). The modelling has concluded that cumulatively the impact of this site would not have a significant effect over and above the baseline situation.
- 9.141 'Land South of the Bypass' (Romsey, 110 dwellings) is located adjacent to the A27 bypass and the bypass roundabout (to Palmerston Street and the town centre). In relation to the baseline and background traffic growth there are capacity issues on the network in this broad location. The modelling has concluded that cumulatively the impact of this site would not have a significant effect over and above the baseline situation.
- 9.142 In **Valley Park**, the transport modelling has identified that the network is at capacity (at Templars Way) due to the cumulative impact of the baseline (background) traffic growth over the plan period. The modelling has concluded that the cumulative impact of the preferred strategy (including Velmore Farm, 1070 dwellings) will not have a significant effect over and above the baseline situation.

9.143 In relation to thematic policies, a number are supportive of 'Transport' objectives and no significant tensions are identified. Key policies include:

- **COM1: Delivering Infrastructure** - This policy sets out a requirement for new development to provide for necessary on and off-site infrastructure and or financial contribution proportionate to its impact.
- **TR1: Active and Sustainable Travel** - Developments will be required to be made accessible, integrating effectively with the highway network, public transport, services and facilities, including pathways, cycleways and the Public Rights of Way Network.
- **TR2: Assessing Transport Impacts** – Where development is likely to generate significant amounts of traffic development will be permitted subject to preparation of a transport assessment, the prioritisation of active and sustainable travel modes and the timely delivery of infrastructure to serve development.
- **TR3: Parking Standards** – Development will be required to provide parking in accordance with the standards set out in the Council's adopted parking standards.

9.144 In **conclusion**, the transport modelling identifies some specific points of the transport network in Andover at capacity as a result of the baseline situation and background traffic growth over the plan period. The impact of the preferred strategy and planned growth on the transport network in the north is not significant over and above the baseline.

9.145 In the south of the plan area there are more significant capacity issues at specific points on the network related to the baseline and background traffic growth over the plan period. The impact of the preferred strategy in the south is not significant over and above the baseline.

9.146 Site specific transport assessments will be required for proposed allocations included in the preferred strategy in northern and southern Test Valley dealing with site access, onsite and offsite mitigation measures that may be required.

9.147 The proposed suite of development management policies provides a strong policy framework to support improvements in accessibility, sustainable transport modes and delivery of transport infrastructure in step with development. Overall, the impact of the preferred strategy in the north and south of the plan area is predicted to have **neutral effects**.

Water

Objective: 'Conserve and, where possible, enhance the water environment and ensure the sustainable management of water resources'.

- 9.148 The discussion regarding 'Water' set out in Section 6 is broadly supportive of the proposed preferred strategy for Northern and Southern Test Valley.
- 9.149 Key matters discussed in Section 6, in relation to the proposed Strategy include:
- 9.150 The preferred strategy and proposed site allocations in northern and southern Test Valley will need to demonstrate nutrient neutrality in relation to impact on the Solent SPA, SAC.

Northern Test Valley

- 9.151 In relation to the preferred strategy and associated site allocations improvements in the network capacity for foul drainage will be required but this is not considered to affect deliverability of the strategy.
- 9.152 The preferred strategy includes proposed site allocations in Andover which are served by the Fullerton waste water treatment works (WWTW). The Fullerton WWTW is close to headroom and currently does not have sufficient capacity to accommodate the full quantum of development identified in the preferred strategy over the plan period to 2040. There is potential for the capacity of the Fullerton WWTW to be improved to accommodate LHN and further discussions will be required with Southern Water regarding improvements to be planned through their investment programme. The phasing of strategic sites identified within the growth scenarios in Andover will need to align with the timing of upgrades to the WWTW .
- 9.153 In Ludgershall, there is also insufficient capacity in the WWTW to accommodate growth identified in the preferred strategy. However, there is capacity for the capacity of the Ludgershall WWTW to be enhanced to accommodate these growth options over the plan period. Further discussions will be required with Southern Water regarding improvements to be planned for the Ludgershall WWTW through their investment programme. The phasing of strategic sites identified within the growth scenarios 1, 2 and 3 will need to align with the timing of upgrades to the WWTW.

Southern Test Valley

- 9.154 In relation to the preferred strategy there is no constraint of water or sewerage capacity that would affect delivery of the strategy.
- 9.155 In relation to thematic policies, a number are supportive of 'Water' objectives and no significant tensions are identified. Key policies include:

- **CL1: Countering Climate Change** - New development will address and be designed to reflect the impacts of our changing climate through both mitigation and adaptation measures.
- **CL4: Water Use and Management** - New residential and commercial development will be designed to achieve a higher level of water efficiency.

9.156 In **conclusion**, the preferred strategy is predicted to have a **neutral effect** as nutrient neutrality can be achieved and the capacity of the Fullerton and Ludgershall WWTWs is considered deliverable to accommodate the growth associated with the preferred strategy during the plan period. No significant issues are identified in the south of the plan area.

Conclusions

9.157 The appraisal predicts mixed effects in relation to the SA topics and objectives. In summary:

- Positive effects are predicted under 4 topic headings, and in 2 cases it is possible to conclude that positive effects will be 'significant'.
- Negative effects are predicted under 2 topic headings but negative effects are not concluded to be 'significant'.
- Neutral effects are predicted under the remaining 7 topic headings. In all cases there are a range of important issues and impacts to consider, but it is not possible to reach a clear conclusion in respect of overall effects, either positive or negative.
- No significant adverse effects are identified in relation to the impact of the preferred strategy and development management policies.

9.158 The following section summarises the conclusions regarding key predicted positive and negative effects:

- **Significant positive effects**
 - **Housing** – The preferred strategy for northern and southern Test Valley will provide for Local Housing Need (LHN) and a supply buffer.
 - **Accessibility** (to community infrastructure) – The preferred strategy locates growth in the Tier 1 and 2 settlements of Andover, Romsey, Ludgershall and Valley Park with good accessibility / connectivity to community infrastructure.
- **Moderate or uncertain positive effects**

- **Economy and Employment** – The preferred strategy will provide above objectively assessed employment land needs in the north of the plan area. In the south of the plan area there is currently a marginal shortfall in land supply for B8 land uses to meet objectively assessed needs. A call for sites will be undertaken as part of the Regulation 18 Stage 2 consultation to identify further sites capable of addressing the shortfall.
- **Communities and Health** – There is a positive impact of the preferred strategy in locating growth in Tier 1 and 2 settlements with good connectivity to community and health infrastructure. Proposed site allocations will also provide for new community infrastructure and make financial contributions toward enhancing capacity of community and health infrastructure.
- **Moderate or uncertain negative effects**
- **Historic Environment** – In the north and the south of the plan area some proposed housing allocations are located near heritage assets where there is potential for harm. The allocation policies include criteria regarding site layout, design and landscaping so that significant negative effects are not predicted.
- **Land, Soils and Resources** – The proposed locations for growth in the loss of some of the best and most versatile agricultural land including some that is Grade 2 and 3a. In terms of the scale of loss it is difficult to determine how significant this is.

Cumulative Effects

9.159 The SEA Regulations, which underpin the SA process, indicate that stand-alone consideration should be given to ‘cumulative effects’, i.e. effects of the local plan in combination with other plans, programmes and projects that can be reasonably foreseen. In practice, this is an opportunity to discuss potential long term and ‘larger than local’ effects. The following bullet points cover some key considerations:

- **Housing Needs** – There is currently no definitive unmet housing need from neighbouring authorities to accommodate in Test Valley. Growth scenarios that exceed LHN have been appraised in the south of the plan area but on balance there is currently no strategic reason for the preferred strategy to exceed LHN. The council is working with the PfSH authorities regrading cross boundary matters through the preparation of an updated Spatial Position Statement and Statement of Common Ground. Should definitive unmet housing need be identified a strategic approach will be established with neighbouring authorities for how this will be addressed.
- **New Forest International Nature Conservation Designations** – The New Forest is located to the southwest of Test Valley. The Test Valley Local Plan has an established policy approach in relation to recreational impacts on the New Forest international nature conservation designations.

The approach to mitigation has been established with neighbouring authorities.

- **Salisbury Plain SPA** – The Council is working with Natural England and Wiltshire Council regarding a mitigation framework relating to recreational impact on the Salisbury Plain SPA and associated bird species. In particular, this affects proposed strategic allocations in Test Valley adjoining Ludgershall.
- **Solent Region SPA, SAC** – The local plan includes a policy requirement for new development to achieve nutrient neutrality in relation to impacts of nitrogen and phosphorous entering the water environment and affecting the integrity of the Solent SPA, SAC. The approach to achieving nutrient neutrality has been agreed with neighbouring authorities. The Council has worked in partnership with a number of local authorities to establish a joint approach to mitigating recreational impact from new development on the Solent and Southampton Water SPA. The Solent Recreation Mitigation Strategy sets out the approach to providing mitigation in relation to this matter (Bird Aware Solent Strategy)³⁴.
- **Transport Corridors** – The Council is working closely with Hampshire County Council and neighbouring authorities and PFSH regarding Transport for South East and the associated strategic investment plan. The Transport for South East Strategy identifies potential for investment in the Solent region which link Romsey to Southampton.
- **Water** – The council is working with Southern Water and neighbouring authorities regarding the strategy to reduce pressure from water abstraction on the River Itchen SAC. Measures include increasing abstraction from the lower River Test and the provision of a new reservoir in Havant.

³⁴ <https://birdaware.org/solent/about-us/our-strategy/>

Part 3: What are the next steps?

10 Local Plan Next Steps

- 10.1 Following consultation on the Regulation 18 Stage 2 plan the council will consider representations on the Plan and the SA Report which will inform preparation of the Regulation 19 Local Plan.
- 10.2 Further evidence will be prepared to inform the next stage of the plan including a range of further technical evidence which will include preparation of a retail study update.
- 10.3 In relation to the proposed strategic allocations further engagement will be undertaken with site promoters regarding further technical assessments and including master planning.
- 10.4 Ongoing engagement with neighbouring authorities (including PfSH) and statutory consultees will also be undertaken including preparation of Statements of Common Ground and the PfSH Spatial Position Statement.
- 10.5 In accordance with the published Local Development Scheme (LDS), the Regulation 19 Local Plan is scheduled to be published in Q1 2025.

11 Monitoring

- 11.1 The SA Report needs to present 'measures envisaged concerning monitoring'. Set out below are some key areas for the focus of future monitoring. However, at this stage in the plan making process the monitoring framework is yet to be confirmed. The current approach to monitoring is set out at: <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/amr>
 - **Agricultural land** – Consideration will be given to monitoring loss of agricultural land by grade.
 - **Biodiversity** – In view of the Biodiversity Net Gain policy requirement the monitoring framework will need to monitor delivery associated with new development.
 - **Climate change adaptation** – Potential monitoring of housing in proximity to flood zone 2 and 3 and the 1 in 30-year surface water flood zone.
 - **Climate change mitigation** – monitoring the proportion of homes that achieve standards that go beyond the minimum requirements set out in Building Regulations.
 - **Employment land requirements** – The Council undertakes monitoring in relation to employment land delivery and this will require close monitoring over the plan period.
 - **Housing** – Housing delivery is already monitored, and indicators will be kept under review. Consideration may also be given to monitoring affordable

housing delivery by viability zone. Ongoing monitoring will also be required the accommodation needs and of Gypsy and Travellers and Travelling Showpeople and pitch / plot delivery.

- **Transport** – The monitoring framework will include the uptake of sustainable modes of transport associated with new communities and the ongoing monitoring of congestion hotspots.

Appendix I: Regulatory Requirements

- 1.1 Schedule 2 of the Environmental Assessment of Plans Regulations 2004 explains the information that must be contained in the SA Report. The following table explains the interpretation of Schedule 2 and how this report satisfies the requirements of this schedule and the regulations.

Table A 'Checklist of how and where (within this report) regulatory requirements are reflected

Regulatory requirement	Information presented in this report
Schedule 2 of the regulations lists the information to be provided within the SA Report	
a) An outline of the contents, main objectives of the plan or programme, and relationship with other relevant plans and programmes;	Section 2 ('What's the plan seeking to achieve') presents this information.
b) The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan or programme;	These matters were considered in detail at the scoping stage, which included consultation on a Scoping Report. The outcome of scoping was an 'SA framework', which is presented within Section 3 .
c) The environmental characteristics of areas likely to be significantly affected;	
d) ... environmental problems which are relevant... ...areas of a particular environmental importance...;	
e) The environmental protection objectives, established at international, Community or national level, which are relevant to the plan or programme and the way those objectives and any environmental, considerations have been taken into account during its preparation;	The Scoping Report presented a detailed context review and explained how key messages from this (and baseline review) were then refined in order to establish an 'SA framework', which is presented within Section 3 . With regards to explaining "how... considerations have been taken into account", Section 7 explains 'reasons for supporting the preferred approach', i.e. how/why the preferred approach is justified in-light of alternatives appraisal.
f) The likely significant effects on the environment, including on issues such as biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage including architectural and archaeological heritage, landscape and the interrelationship between the above factors.	Section 6 presents alternatives appraisal findings in respect of reasonable growth scenarios, whilst Section 9 presents an appraisal of the local plan as a whole. All appraisal work naturally involved giving consideration to the SA scope and the potential for various effect characteristics/dimensions.
g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan or programme;	Section 9 presents recommendations. Also, it is important to note that there have been numerous stages of the SA process, over a period of several years, with appraisal findings at each stage feeding into the plan-making process.

<p>h) An outline of the reasons for selecting the alternatives dealt with, and a description of how the assessment was undertaken including any difficulties (such as technical deficiencies or lack of know-how) encountered in compiling the required information;</p>	<p>Sections 4 and 5 deal with 'reasons for selecting the alternatives dealt with', with an explanation of reasons for focusing on growth scenarios / certain growth scenarios.</p> <p>Sections 7 explains 'reasons for supporting the preferred approach', i.e. explains how/why the preferred approach is justified in-light of the alternatives (growth scenarios) appraisal.</p> <p>Methodology is discussed at various places, ahead of presenting appraisal findings.</p>
<p>i) ... measures envisaged concerning monitoring;</p>	<p>Section 11 presents this information.</p>
<p>j) a non-technical summary... under the above headings</p>	<p>The NTS is a separate document.</p>
<p>This interim SA Report is published alongside the Regulation 18 (Stage 2) Local Plan, in-line with the following regulations</p>	
<p>Authorities... and the public, shall be given an early and effective opportunity within appropriate time frames to express their opinion on the draft plan or programme and the accompanying environmental report before the adoption of the plan or programme (Art. 6.1, 6.2)</p>	<p>This interim SA Report is published alongside the Regulation 18 (Stage 2) Local Plan in order to inform representations and preparation of the next stage of the Local plan at Regulation 19.</p> <p>the proposed submission plan in order to inform representations and plan finalisation.</p>
<p>The SA Report must be taken into account, alongside consultation responses, in preparing the Regulation 19 Local Plan.</p>	
<p>The environmental report prepared pursuant to Article 5, the opinions expressed pursuant to Article 6 and the results of any transboundary consultations entered into pursuant to Article 7 shall be taken into account during the preparation of the plan or programme and before its adoption or submission to the legislative procedure.</p>	<p>This interim SA Report will be taken into account in the preparation of the Regulation 19 Local Plan.</p>

Appendix II Employment Land

Introduction

- 1.1 Through the preparation of the Local Plan and SA, housing and employment land supply and provision are considered in an integrated way. This is important in terms of opportunities for co-locating housing and employment, examining potential for urban extensions to accommodate strategic employment and the need to appraise in combination effects from housing and employment.
- 1.2 As with housing it is necessary to give consideration to both 'top down' strategic factors and 'bottom up' considerations to arrive at reasonable growth options for employment which align with housing.

Structure of this Appendix

- 1.3 This section of the report is structured as follows:
 - **Strategic Factors** – This section examines strategic factors that influence growth scenarios including objectively assessed needs and factors influencing broad distribution.
 - **Site Options** – considers site options which are the basis for establishing 'growth scenarios'.
 - **Reasonable Growth Scenarios** – drawing on the preceding sections to define reasonable growth options for the northern Test Valley and southern Test Valley Functional Economic Market Areas (FEMAs).

Strategic Factors

- 1.4 This section of the report examines the strategic factors that influence the definition of reasonable growth scenarios. This includes consideration of the following:
 - **Quantum** – Assessment of the objectively assessed need for employment land in the Borough over the plan period to 2040.
 - **Distribution** – The broad areas within the plan area that are more / less suited to strategic employment growth.

Quantum

- 1.5 This section of the report sets out objectively assessed needs for employment land for the Borough (based on guidance and assessment of market signals set out in the Planning Practice Guidance).

Background

- 1.6 The NPPF sets out the key elements of plan making in relation to achieving a strong and competitive local economy, establishing a local economic strategy and providing for sufficient strategic employment sites to meet anticipated needs over the plan period.
- 1.7 Paragraph 82 of the NPPF states that planning policies should:
- a) set out a clear economic vision and strategy which positively and proactively encourages sustainable economic growth, having regard to Local Industrial Strategies and other local policies for economic development and regeneration;*
 - b) set criteria, or identify strategic sites, for local and inward investment to match the strategy and to meet anticipated needs over the plan period;*
 - c) seek to address potential barriers to investment, such as inadequate infrastructure, services or housing, or a poor environment; and*
 - d) be flexible enough to accommodate needs not anticipated in the plan, allow for new and flexible working practices (such as live-work accommodation), and to enable a rapid response to changes in economic circumstances.*
- 1.8 As part of the process of meeting objectively assessed needs for employment land the NPPF (paragraph 83) also emphasises the need to address the specific site and locational requirements for different employment sectors. Meeting these needs can help to facilitate clusters of related employment activity and inward investment of key employment sectors.
- 1.9 The planning practice guidance on ‘housing and economic needs assessments’ also sets out guidance for local authorities in planning for employment land.
- 1.10 PPG Paragraph 25 states that local authorities will need to prepare a robust evidence base to understand business needs and the type of employment land that is required to be delivered over the plan period.
- 1.11 PPG Paragraph 27 of the NPPF sets out the market signals which should be used to establish a robust picture of employment land needs over the plan period which will include:
- *sectoral and employment forecasts and projections which take account of likely changes in skills needed (labour demand)*
 - *demographically derived assessments of current and future local labour supply (labour supply techniques)*
 - *analysis based on the past take-up of employment land and property and/or future property market requirements.*

- *consultation with relevant organisations, studies of business trends, an understanding of innovative and changing business models, particularly those which make use of online platforms to respond to consumer demand and monitoring of business, economic and employment statistics.*

Employment Land Needs

- 1.12 The objectively assessed needs for employment land must be based on robust evidence. The following discussion sets out background to evidence preparation that will be applied to establishing employment land requirements for the local plan.
- 1.13 The first step in assessing employment land needs was the Employment, Economic and Commercial Needs Study (Stantec) 2021 which was prepared jointly through the Partnership for South Hampshire (PfSH). The study provided separate employment projections for the north and south of Test Valley. This study gives significant weight to recent past levels of completions, particularly in the last five years. The emphasis on the last 5 years does not necessarily reflect economic growth projections in Test Valley over the plan period. Furthermore, the study identified a significant proportion of employment land need in Test Valley which is actually related to sub regional need (which is acknowledged in the study).
- 1.14 Reflecting on the outcomes and conclusion of the PfSH study the council has undertaken a further employment needs study. This takes forward the assessment in the Employment, Economic and Commercial Needs Study (Stantec) 2021 but complements this by also considering:
- forecasts of economic growth taking account of the varying economic sectors in the Borough
 - level of commercial demand for Test Valley
 - market attractiveness
 - suitability of existing and potential sites
 - taking account of the impact of the housing requirement on the working age population and labour supply
- 1.15 The Test Valley Employment Needs Further Analysis Study (DLP) 2022 still takes account of past trends but balances this against the other relevant factors listed above to ensure this is robust and appropriate for Test Valley. The council is proposing to take forward the projected employment land requirement in the Test Valley Employment Needs Further Analysis Study (DLP) (2023).
- 1.16 The latest DLP recommends a 'Growth Forecast' which has been established through analysis of projection figures from Experian, Cambridge Econometrics and Oxford Econometrics. This recommended scenario also factors in growth in key employment sectors identified in the PfSH strategy work and from work undertaken by the Solent Local Enterprise Partnership. A significant proportion of the projected land requirement figure from the Growth forecast is generated

by the allowance for flexibility and the 5-year period of completions data that has been used to establish this.

- 1.17 The employment forecast does not include a baseline economic forecast as a reasonable alternative as this does not reflect local strategic priorities for growth in key employment sectors and there is also a requirement to include a margin for flexibility.
- 1.18 The employment projections established from the DLP growth scenario have been assessed against the local housing need (LHN) derived from the standard method. The DLP 'Growth scenario' provides sufficient employment land commensurate with the housing requirement and does not result in a need for housing provision above LHN.

1.19 The DLP Growth Scenario identifies the following projected employment land requirement:

Table 1 Growth Scenario Employment Land Projection 2020 - 2040

Employment Forecast / Supply Data	Plan Area (Ha)	NTV (Ha)	STV (Ha)	NTV B1 (a,b) (Ha)	STV B1 (a,b) (Ha)	NTV B1c, B2 (Ha)	STV B1c, B2 (Ha)	NTV B8 (Ha)	STV B8 (Ha)	Option Assessment / Story
DLP Growth Forecast (2020 – 2040)	71.7	31.3	40.4	6.9	7.9	10.5	6.5	13.9	25.9	<p>Of the overall 71.7ha projection, 36.6ha is an allowance for employment land losses and a margin for flexibility built in from 5 years' worth of completions data and applied over the plan period. When balanced against employment land supply there is a net need for 25.4ha of B8 over the plan period in the southern FEMA/HMA. Of the net 25.4ha requirement for B8 11.2ha is flexibility margin.</p> <p>This forecast is consistent with latest DLP evidence, growth scenario and growth in key sectors identified through the PfSH strategy work.</p>

1.20 The following table sets out the net employment land requirement to be provided for over the plan period when existing employment land supply is taken into account.

Table 2 Balancing Employment Land Demand and Supply

	Plan Area (Ha)	NTV (Ha)	STV (Ha)	NTV B1a / B1b (Ha)	STV B1a / B1b (Ha)	NTV B1c, B2 (Ha)	STV B1c, B2 (Ha)	NTV B8 (Ha)	STV B8 (Ha)
Demand	71.7	31.3	40.4	6.9	7.9	10.5	6.5	13.9	25.9
Employment Land Supply	61.9	33.5	28.4	7.4	13.2	12.2	14.6	13.9	0.5
Supply Balance against DLP Growth Forecast	-9.8	+2.2	-12	+0.5	+5.3	+1.7	+8.1	0	-25.4
Net Requirement	25.4	0	25.4	0	0	0	0	0	25.4

- 1.21 When employment land demand and supply is balanced the projected need for employment land in the north of the plan area is met. In the south of the plan area overall projected need for employment land is close to being provided for (when proposed allocations are taken into account) with a marginal shortfall for B8 employment land. These projections are based on the latest and most robust evidence for the plan area (DLP 2023).
- 1.22 There is a significant amount of employment land supply within established employment sites in Andover, Romsey and the surrounding area. New employment allocations will be required to provide for the residual land requirement, and these should be focussed in the south of the plan where there is greatest need.
- 1.23 The quantum and distribution of employment land should be informed by employment land projections, the local economic strategy and growth aspirations for the area informed by market evidence. Although the projections identify no additional land requirement in the north of the plan area, local growth aspirations, market interest and take up rates point to the potential benefit and opportunity in providing for additional employment land provision in the north. This would also assist in establishing a more balanced spatial and economic strategy that is not only focussed on the south of the plan area. Ongoing discussions are being undertaken with neighbouring authorities and PfSH regarding cross border strategic matters. The DLP

study is accepted as the latest and best available evidence and there is no request from the PfSH authorities to provide for a level of employment land in excess of the DLP projections. The only request from a local authority to accommodate unmet employment land need has been from West Berkshire, however there is no functional market relationship between West Berkshire and the northern Test Valley FEMA. No request has been made to accommodate unmet employment land need from neighbouring authorities (including the South Hampshire PfSH authorities).

Broad Distribution

- 1.24 The settlement hierarchy and emerging spatial strategy for housing seeks to focus development in the Tier 1 settlements of Andover and Romsey and some Tier 2 settlements.

Test Valley North

- 1.25 Consistent with the local economic strategy, growth aspirations and market interest there is a clear benefit and opportunity in providing additional employment land in the north of the plan area. It is considered that a single new strategic allocation may be required.
- 1.26 Consistent with the emerging spatial strategy and settlement hierarchy new strategic employment development should be located to relate well to Andover and key locational factors such as connectivity to the strategic road network. This will include consideration of site options in Andover and the surrounding area taking account of options to expand and or redevelop existing business parks.

Test Valley South

- 1.27 Overall employment land need is fairly evenly split between the north and the south of the plan area (NTV 31.3h, STV 40.4ha) based on the DLP projections and market signals. Based on the higher level of need in the south and existing land supply there is a need to allocate sufficient sites to meet overall need, including need for B8 (warehouse and distribution) over the plan period to 2040.
- 1.28 The emerging spatial strategy seeks to concentrate housing growth in around Romsey with proportionate growth in the Tier 2 settlements of Valley Park and Nursling and Rownhams. The main industrial parks are located in and around Romsey, North Baddesley and Nursling and Rownhams with good connectivity between these settlements and the wider urban area of Southampton and Eastleigh to the south.
- 1.29 New employment land provision is ideally located in locations which relate well to Romsey, the Tier 2 settlements and existing strategic employment land provision. Demand is primarily for B8 uses which will benefit from good access to the strategic road network and the ability to co locate with clusters of related employment activity.

Site Options

Introduction

- 1.30 The 'Preferred Pool' of sites for employment has been established through a robust site selection process which is consistent with the stages set out in Section 5 for housing.
- 1.31 The following maps for northern and southern Test Valley identify:
- All SHLEAA and Local Plan site submissions that have been appraised.
 - Sites excluded at different stages of the site selection process.
 - Sites subject to Sustainability Appraisal
 - Preferred Pool of Employment Sites
 - Adopted Local Plan Allocations
 - Outstanding planning permissions / under construction
 - Regeneration Area Sites

Figure 1 Northern Test Valley Site Options

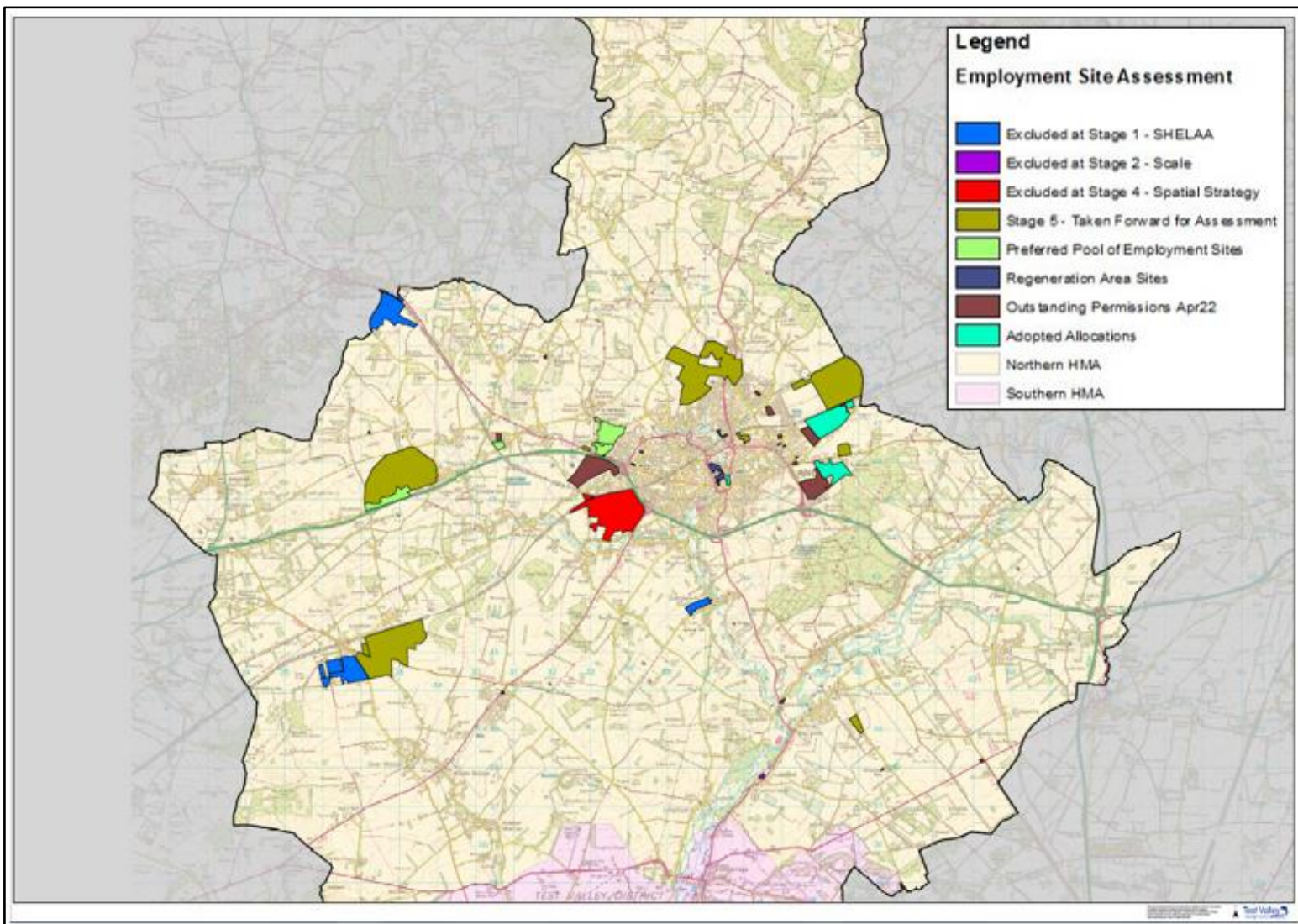
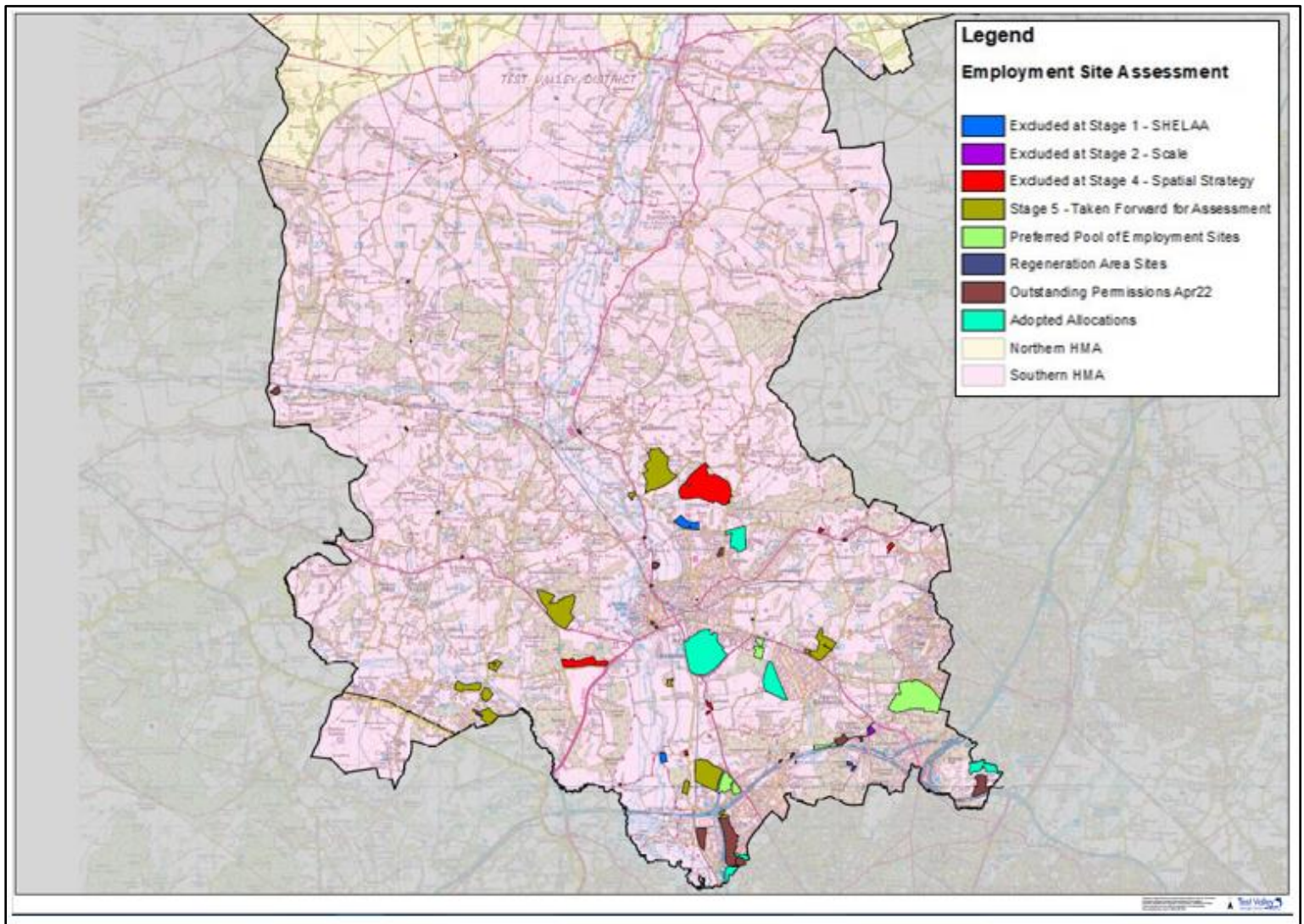


Figure 2 Southern Test Valley Site Options



Reasonable Growth Scenarios

Introduction

- 1.32 Following consideration of strategic factors and sites options the next step is to identify reasonable growth scenarios for appraisal and consultation. Defining growth scenarios involves a process of considering both strategic (top-down) and bottom-up (sites) inputs).
- 1.33 This section discharges the central requirement of the SA process as set out in Regulation 12 (2) of the SEA Regulations, which is to appraise and consult on 'reasonable alternatives'.
- 1.34 Consistent with the approach to housing there is strong justification for identifying reasonable growth scenarios on a sub area basis. The Council has a longstanding geographical split between the northern and southern Functional Economic Market Areas (FEMAs) which is reflected in the adopted Local Plan. The boundaries applied to the northern and southern FEMAs align with the housing market areas (HMAs).
- 1.35 The DLP Employment Study (2023) also identifies boroughwide employment land projections which are then split by the northern and southern FEMAs.
- 1.36 The identification of reasonable alternative scenarios for employment has a narrower focus in comparison to housing options for a range of reasons. Firstly, there is no compelling reason to appraise growth options which exceed the DLP study 'growth scenario'. Firstly, this is because there is no local economic growth strategy or requirement from the PfSH Spatial Position Statement (2023). It is also acknowledged by PfSH that the 2021 PfSH employment projections for Test Valley incorporated wider sub regional need not required to be accommodated in Test Valley and the DLP employment study is the most up to date evidence for the borough. Secondly there are not sufficient site options to deliver a higher level of growth.
- 1.37 Conversely, appraising a potential lower growth scenario or baseline projection would not be consistent with the NPPF in reflecting the aspirations of the local economic strategy and supporting key employment sectors.
- 1.38 In relation to 'bottom up' factors and the merits of the sites, the more limited range of site options also limits the range of growth options for appraisal.
- 1.39 The discussion within this section includes reference to work undertaken to appraise individual site options. Set out below is a discussion of each sub area (FEMA) in turn. The discussion for each sub area is structured as follows:
- **Strategic factors (top down)**
 - **Site options (bottom up)**
 - **Defining growth scenarios**

Southern Test Valley

- 1.40 The following table sets out the key strategic factors for Southern Test Valley Functional Economic Market Area (FEMA):

Table 3 Southern Test Valley FEMA Strategic Factors

Objectively Assessed Need (DLP Growth Scenario, 2023) 2020 – 2040 (Ha)		40.4ha.
B1 (a, b) (Ha)		7.9
B1c, B2 (Ha)		6.5
B8 (Ha)		25.9
Employment Supply Components	STV Overall Supply (Ha)	28.2
	STV B1 (a, b) (Ha)	13.2
	STV B1c, B2 (Ha)	14.6
	STV B8 (Ha)	0.5
Overall Residual Requirement		25.4
STV B1 (a, b) (Ha)		0
STV B1c, B2 (Ha)		0
STV B8 (Ha)		25.4

Broad Distribution Factors

- 1.41 Broad distribution factors have already been discussed in relation to settlement factors and the emerging spatial strategy for housing. New employment land provision in the south is ideally located in locations which relate well to Romsey, the Tier 2 settlements of North Baddesley, Valley Park, Nursling and Rownhams and Chilworth. In addition to settlement factors there is consideration of locating new employment development in areas that relate well to existing strategic employment sites (encouraging clusters of related employment activity). Locational factors are also significant in meeting the needs of key sectors including access to the strategic road network.

Site Options

- 1.42 The following sites set out in Table 4 are included in the 'preferred pool' of sites for the Southern Test Valley FEMA. The combined capacity of sites within the 'preferred pool' is approximately 23.2ha. Based on the current employment land supply and proposed allocations in the south of the plan area there is a marginal shortfall in relation to land for B8 employment uses.

Table 4: Southern Employment Sites (Preferred Pool)

Site / Location	Capacity	Potential Employment Uses
Land Adj to Abbey Park, Romsey (SHELAA 133), Romsey	5.9ha	B1, B2, B8
South of Botley Road (SHELAA 296), Romsey	1.2ha	B1, B2, B8
Land at Test Valley Business Park (SHELAA 397), North Baddesley	2.2ha	B1, B2, B8
Velmore Farm (SHELAA 82), Valley Park	1.5ha	B1 (a, b, c)
Land at Upton Lane, Nursling and Rownhams	8.5	B1, B2, B8
Kennels Farm (SHELAA 244), Chilworth	3.9ha	B1 a, b, c
23.2ha		

Conclusions

- 1.43 In conclusion it is considered that all the employment sites shortlisted in Southern Test Valley will be required and there is currently only one reasonable growth option. All sites are required in terms of Strategic ‘top down’ factors including objectively assessed employment land requirements and relationship to the settlement hierarchy / emerging spatial strategy. In consideration of ‘bottom up’ factors and the merits of the sites, they have performed relatively well through individual site SA appraisals.
- 1.44 Most sites would be allocated for flexible employment uses within B1, B2 and B8 and the market would dictate how these sites came forward within these uses. As projected market demand is for B8 there is potential for these sites to deliver a significant quantum of B8 development. However, some sites are more restricted in terms of the employment uses that can be accommodated due to relationship with existing allocated land and / or relationship with other proposed uses e.g. Kennels Farm and Velmore Farm.
- 1.45 Kennels Farm would be an extension to the Southampton Science Park and would need to complement employment uses on the Science Park including knowledge based B1 a, b and c uses. Although Kennels Farm will not deliver B8 development the site is an important to realise growth aspirations of the Science Park.
- 1.46 Velmore Farm is promoted as a residential led site with provision for approximately 1.5ha of employment which could comprise B1 a, b and c uses. Limited employment development on this site helps to establish a more sustainable new neighbourhood. Furthermore, employment development for B1 uses on Velmore Farm would absorb some market demand for these uses

and give greater prospect to the remaining allocations (excluding Kennels Farm) to deliver B8 development.

- 1.47 There is a marginal shortfall in relation to projected requirements for B8 land. To address this a further call for sites will be undertaken as part of the Regulation 18 Stage 2 consultation to identify further site options.

Northern Test Valley

- 1.48 The following table sets out the key strategic factors for Northern Test Valley Functional Economic Market Area (FEMA):

Table 5 Northern Test Valley FEMA Strategic Factors

Objectively Assessed Need (DLP Growth Scenario, 2023) 2020 – 2040 (Ha)		31.3
B1 (a, b) (Ha)		6.9
B1c, B2 (Ha)		10.5
B8 (Ha)		13.9
Employment Supply Components	STV Overall Supply (Ha)	33.5
	STV B1 (a, b) (Ha)	7.4
	STV B1c, B2 (Ha)	12.2
	STV B8 (Ha)	13.9
Overall Projected Residual Requirement		0
NTV B1 (a, b) (Ha)		0
NTV B1c, B2 (Ha)		0
NTV B8 (Ha)		0

Conclusions

- 1.49 Although the projections identify no additional land requirement in the north of the plan area, local growth aspirations, market interest and take up rates point to the benefit and opportunity of providing additional employment land provision in the north. This would also assist in establishing a more balanced spatial and economic strategy that is not only focussed on the south of the plan area.
- 1.50 It is considered that there is no merit in appraising an option of no employment allocations in northern Test Valley. This option would only reflect the baseline position and does not represent a policy option supporting the economic growth of the area.

Broad Distribution Factors

- 1.51 Broad distribution factors have already been discussed in relation to settlement factors and the emerging spatial strategy for housing. New

employment land provision in the north is ideally located in locations which relate well to Andover and Charlton (Tier 1 and 2 settlements). Stockbridge is a Tier 2 settlement in the rural area of the Mid Test which is highly constrained and also has a lack of appropriate sites based on the outcome of recent local plan site assessment work. On this basis, no site options are identified in Stockbridge at this stage.

- 1.52 In addition to settlement factors there is consideration of locating new employment development in areas that relate well to existing strategic employment sites (encouraging clusters of related employment activity). Locational factors are also significant in meeting the needs of key sectors including access to the strategic road network.

Site Options

- 1.53 The following sites set out in Table 6 are included in the ‘preferred pool’ of sites for the Northern Test Valley FEMA. The combined capacity of sites within the ‘preferred pool’ is approximately 41ha.

Table 6: Northern Employment Sites (Preferred Pool)

Site / Location	Capacity	Potential Employment Uses
Land at Harroway House (SHELAA 392), Andover	16.6ha	B1, B2, B8
Land at Homestead Farm (SHELAA 281), Andover	4.65ha	B1, B2, B8
Thrupton Business Park (SHELAA 401), Thrupton	15ha	B1, B2, B8
Land West of Ordnance Lane (SHELAA 143), Weyhill	4.85ha	B1, B2, B8

- 1.54 A sequential site assessment has been undertaken to assess the merits of this site which draws on the conclusions of site-specific SA.

Land at Harroway House, Andover (SHELAA 392)

- 1.55 Land at Harroway House is located adjacent to the western settlement edge of Andover and within a designated local gap adjacent to Penton Corner, Portway Industrial Estate and the settlement edge of Penton Grafton / Penton Mewsey.
- 1.56 The site is located within a designated local gap and an area of high landscape sensitivity. Development of this scale and location would substantially erode the integrity of the settlement gap between Andover, Penton Corner and Penton Mewsey. The Council’s recent landscape study also identifies this location as an area of high sensitivity where there are likely significant effects. This location is also sensitive in terms of the potential to have a significant impact on the setting of the Penton Mewsey / Penton

Grafton Conservation Area. In view of these constraints this site has been discounted.

Land at Homestead Farm, Andover (SHELAA 281)

- 1.57 Land at Homestead Farm is located adjacent to the western settlement edge of Andover within a designated local gap and adjacent to the Portway Industrial Estate and Penton Corner.
- 1.58 The site is affected by the same constraints as site 392 in terms of landscape sensitivity and impact on the integrity of the local gap. In view of these constraints this site has been discounted.

Land West of Ordnance Lane, Weyhill (SHELAA 143)

- 1.59 Land West of Ordnance Lane is located adjacent to the Weyhill Business Park and the Amesbury Road. Site access would need to be achieved through Weyhill Business Park due to the limited capacity of Ordnance Lane and impact on residential amenity. The site is located relatively near to the strategic road network (A303) but lacks direct access. The site has the potential to deliver approximately 4.85ha of employment land which is relatively small scale to respond to market aspirations / demand over the plan period.

Thruxton Industrial Estate, Thruxton, (SHELAA 401)

- 1.60 Thruxton Industrial Estate is located south of Thruxton Aerodrome, north of the A303 and to the west of Thruxton Village. The site has direct access to the strategic road network (A303) and good connectivity with Andover. The Transport Assessment (2023) identified increased volume of traffic on the network as a result of the proposed development, but this is within capacity limits. The site is located adjacent to Thruxton Aerodrome with the potential for development of related uses including motorsport, aviation, advanced engineering / manufacturing. The site is an existing business park and allocation through the Local Plan will enable opportunities for comprehensive redevelopment to establish a high-quality business park with a close relationship to the Aerodrome and associated uses. Allocation of the site through the Local Plan provides the opportunity to maximise the potential of an existing strategic business park and provides a unique opportunity to support existing uses associated with the Aerodrome which aligns with the need for employment uses identified in the DLP employment study (2023) (including (E(g)(i), Research and Development (E(g)(ii), Industrial Processes (E(g) (iii), General Industrial (B2) and Storage and Distribution and open storage (B8).

Conclusions

- 1.61 Sites 392 and 281 are excluded at this stage due to landscape, local gap and access constraints. The Thruxton Industrial Estate provides an opportunity to

deliver a strategic scale allocation on an existing business park that can support a range of key sectors including motorsport, aviation and advanced engineering / manufacturing. The 15ha site also provide a strategic scale allocation providing for local market needs over the plan period. Land at Ordnance Lane is less well connected to the SRN with less development potential to contribute to local market needs.

Appendix III: Gypsy, Travellers and Travelling Showpeople

Introduction

- 1.1 This section gives consideration to meeting the accommodation needs of Gypsies, Travellers and Travelling Showpeople respectively. Consideration is given to the following:
- **Needs** – Accommodation needs as identified through the latest Gypsy and Traveller Accommodation Assessment (GTAA);
 - **Supply Options** – This examines the range of supply options including rolling forward existing commitments, intensification of existing sites and new stand-alone allocations; and
 - **Reasonable Alternatives** – Alternative approaches to supply for the plan area as a whole in the context of meeting needs alongside wider plan objectives.

Needs

- 1.2 A Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) for the Borough was finalised in 2021 and provides evidence on gypsies, travellers and travelling showpeople pitch and plot needs for the period 2020 to 2036.
- 1.3 The GTAA identifies the following need for Gypsy and Travellers and Travelling Showpeople:

Table 1: Pitches for Gypsy and Travellers

Years	0-5	6-10	11-15	16	total
	2020-24	2025-29	2030-34	2035-36	
	34	4	5	1	44*

**In addition to the 44 pitches there are 3 pitches that are needed to meet undetermined need. The GTAA recommends the application of the criteria-based policy to determine applications to meet undetermined need.*

Table 2: Plots for Travelling Showpeople

Years	0-5	6-10	11-15	16	total
	2020-24	2025-29	2030-34	2035-36	
	20	2	2	1	25

- 1.4 Tables 1 and 2 from the GTAA represents the need for Gypsy and Traveller pitch provision that meet the planning definition. The Government's Planning Policy on Traveller Sites (PPTS, 2015) is clear that pitches only need to be provided for Gypsy and Travellers that meet the PPTS definition.

- 1.5 The GTAA 2021 recommends needs could be met through a combination of additional or shared caravans being provided on existing sites as opposed to additional formal pitches, through intensification of providing additional pitches on site and for future need (post 6 years) a natural turnover of pitches will help to address some need.
- 1.6 Regarding Transit Sites, the GTAA states that due to low historic numbers of unauthorised encampments it is not recommended that there is a need for a formal public transit site in Test Valley.

Supply Options

- 1.7 A Pitch Deliverability Assessment (PDA) has been undertaken to assess the suitability, availability and achievability of existing gypsy, traveller and travelling showpeople sites to identify whether there is capacity within existing sites to meet the need identified in the GTAA 2021.
- 1.8 For gypsy and travellers, the PDA concluded that a total of 20 pitches could be met through intensification or expansion. This includes only one site where expansion was considered a possibility which is at Wellow Wood Paddock, West Wellow (a planning application is under consideration 23/01752/FULLS for two pitches at this site).
- 1.9 For Travelling Showpeople, the PDA concluded that no need could be met on the existing sites assessed.

Site Allocations

- 1.10 Following the outcomes of the PDA, there is a residual need for pitches and plots and consideration has been given to the allocation of new stand-alone sites to meet this need. The starting point for this is the consideration of sites promoted through the SHELAA for Gypsy and Travellers and Travelling Showpeople. Six sites have been promoted for as set out below.
- 1.11 Sites Promoted for Gypsy and Travellers:
- **SHELAA Site 315: Land at rear of Greenhill Land** – 30 pitches/plots
 - **SHELAA Site 371a: Land adjoining Nattadon** – 60 pitches
 - **SHELAA Site 418: Land at Bunny Lane** – no capacity promoted (however 4 pitches has previously been considered)
 - **SHELAA Site 453: Land at Plaitford Green** – 8 pitches
- 1.12 Sites Promoted for Travelling Showpeople:
- **SHELAA Site 10: Land south west of Halls Wood** – 3 plots for travelling showpeople (is next to an existing site)
 - **SHELAA Site 63: Land Adj to Racedown House, Thruxton Down** – 8 plots for travelling showpeople

1.13 These sites have been subject to appraisal. The following sites have been discounted at this stage in relation to following constraints:

- **SHELAA Site 315: Land at rear of Greenhill Land** - This site has been excluded due to constraints including Ancient woodland, area TPO and BAP Priority Habitat.
- **SHELAA Site 371a Land adjoining Nattadon** - This site has been excluded due to constraints including SINC habitat, Ancient Woodland, BAP Priority Habitat.
- **SHELAA Site 453: Land at Plaitford Green** – This site has been excluded due to constraints including SINC woodland habitat, Ancient Woodland, TPOs and BAP Priority habitat.
- **SHELAA Site 10: Land south west of Halls Wood** – This site has been excluded due to constraints including Ancient Woodland, area TPO and BAP Priority habitat.
- **SHELAA Site 63: Land Adj to Racedown House** – This site has been excluded at this stage as this is a more isolated site located away from key services and facilities and adjacent to an area of higher landscape sensitivity.

1.14 The following site has been the subject of further consideration:

- **SHELAA Site 418: Land at Bunny Lane** – no capacity promoted (however 4 pitches have previously been considered).

Strategic Allocations

1.15 Consideration has been given to the option of potential pitch provision on strategic housing sites proposed for allocation through the local plan. There are examples of other local authorities who have allocated a small proportion of strategic housing sites for Gypsy and Traveller pitch provision. However, there is currently a lack of available evidence regarding the delivery of gypsy and traveller pitches on these sites.

1.16 At this stage of the plan making process consideration will be given to identifying further site options to address the shortfall in supply in relation to need identified in the GTAA. However, if sufficient sites are not identified to meet the shortfall a range of potential options will be considered including the potential of working with neighbouring authorities.

Balance of Need and Supply

1.17 Following the consideration of the PDA and the appraisal of potential site allocation options, table 3 sets out the current balance of need and supply:

Table 3: Summary of Needs and Supply

	Gypsy and Traveller Pitches	Travelling showpeople Plots
Boroughwide Need	44	25
Need could be met through intensification/expansion/authorising of pitches	20	0
Need could be met through new sites	4*	0
Total Residual Need	20	17
Total unauthorised need on sites not assessed	5	0

1.18 Overall, there is potential to contribute towards needs through intensification, expansion, regularisation of sites and the allocation of new sites. There is a residual need for **20 pitches for Gypsy and Travellers** and **15 plots for travelling showpeople** (subject to regularisation of sites).

1.19 Reflecting the above, the Borough's needs for gypsy and traveller and travelling showpeople are not met in full and within the first five years. Therefore, the Regulation 18 Stage 2 Local Plan is not currently able to demonstrate at present that objectively assessed needs are met.

Reasonable Alternatives

1.20 At this stage in the plan making process a supply of approximately **24 Gypsy and Traveller pitches** and **0 Travelling showpeople plots** through intensification, regularisation and new allocations. Therefore, the council is currently not able to demonstrate sufficient supply to meet needs in the first 5 years and over the plan period.

1.21 As part of the Regulation 18 Stage 2 consultation a call for sites is being undertaken to identify additional site to address the shortfall in supply. As discussed above, further consideration may also need to be given to delivering pitch provision on strategic housing sites.

1.22 At the present time there is **no reasonable alternatives** in relation to meeting Gypsy and Traveller and Travelling Showpeople accommodation needs. There is also no reasonable alternative higher growth scenario at the current time.

Appendix IV: Housing Site Assessment and Appraisals

Appendix V: Employment Site Appraisals