

# **Sustainability Appraisal (SA) of the emerging Test Valley Local Plan 2042**

**Interim SA Report**

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# 1. Introduction

## 1.1. Background

- 1.1.1. AECOM is commissioned to undertake Sustainability Appraisal (SA) in support of the emerging Test Valley Local Plan that is being prepared by Test Valley Borough Council.
- 1.1.2. Once adopted, the plan will set a strategy for growth and change up to 2042, allocate sites to deliver the strategy and establish policies against which planning applications will be determined.
- 1.1.3. 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.<sup>1</sup>

## 1.2. SA explained

- 1.2.1. It is a requirement that SA is undertaken in-line with the procedures prescribed by the Environmental Assessment of Plans and Programmes (SEA) Regulations 2004.
- 1.2.2. In-line with the Regulations, a report (known as the **SA Report**) must be published for consultation alongside the draft plan that presents an appraisal of “the plan and reasonable alternatives” with a particular focus on appraising “significant effects”.
- 1.2.3. More specifically, the SA Report must:
  - explain **work to date** and, in particular, appraisal of ‘reasonable alternatives’;
  - present **an appraisal of current proposals**, i.e. the Draft Plan; and
  - explain next steps.
- 1.2.4. The report must then be taken into account, alongside consultation responses, when finalising the plan.

## 1.3. This Interim SA Report

- 1.3.1. The current consultation is on an early draft plan under Regulation 18 of the Local Planning Regulations, with the intention to subsequently consult on the final draft (‘proposed submission’) version under Regulation 19.
- 1.3.2. As such, this is not the formal SA Report but an ‘Interim’ SA (ISA) Report.

### Structure of this report

- 1.3.3. This ISA Report aims to present all of the information required of the SA Report and so is structured in **three parts** covering “work to date”, “an appraisal of the current proposals” and “next steps”.
- 1.3.4. Ahead of Part 1, there is a need for two further introductory sections:
  - Section 2 – introduces the plan scope.
  - Section 3 – introduces the SA scope.

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<sup>1</sup> Since provision was made through the Planning and Compulsory Purchase Act 2004 it has been understood that local planning authorities must carry out a process of Sustainability Appraisal alongside plan-making. The centrality of SA to Local Plan-making is emphasised in the National Planning Policy Framework (NPPF, 2024). The Town and Country Planning (Local Planning) Regulations 2012 require that an SA Report is published for consultation alongside the ‘Proposed Submission’ plan document.

## 2. The plan scope

### 2.1. Introduction

- 2.1.1. The aim here is to briefly introduce the context to plan preparation, including the national context of planning reform; the plan area (ahead of more detailed discussion below); the plan period; and the objectives that are in place to guide plan preparation.

### 2.2. Context to plan preparation

- 2.2.1. The plan has been in preparation since 2018, following adoption of the current Test Valley Local Plan in 2016. A total of four consultations have been held under Regulation 18 to date (the current consultation will be the fifth), but a key milestone was reached in 2024 with consultation on a Draft Local Plan.
- 2.2.2. In 2024 the proposal was to set the housing requirement in line with Local Housing Need (LHN), in the context of the National Planning Policy Framework (NPPF) requiring an up-to-date local plan that provides for development needs, including LHN, as far as is consistent with sustainable development.
- 2.2.3. Specifically, in 2024 the proposal was to set the housing requirement (in line with LHN) at 524 dwellings per annum (dpa). However, in December 2024 the Government updated the standard method and Test Valley's new figure now stands at 934 dpa (a 78% increase). Furthermore, most of Test Valley's neighbouring authorities see a major increase under the new method, e.g. New Forest District (106%).
- 2.2.4. The Government also updated the NPPF in 2024 and, under the new NPPF, there remains flexibility to evidence a housing requirement set below LHN, but there is a new emphasis on local plans providing for LHN in full, and also on collaborating with neighbouring authorities to deal with any unmet need.
- 2.2.5. In practice, and despite LHN recently having increased by 78%, there is a clear case for Test Valley providing for LHN in full, i.e. setting the housing requirement at or above LHN, as opposed to below LHN such that the plan generates unmet need. This is a matter explored in detail below but, in short, this reflects the fact that whilst providing for the new LHN figure is very challenging, it is likely less challenging than is the case for most neighbouring authorities across the South Hampshire sub-region.
- 2.2.6. The next matter to consider is the urgency of adopting a new Local Plan, because the Council is currently unable to demonstrate a five year housing land supply (5YHLS), such that planning applications must be determined under a 'presumption in favour of sustainable development'.<sup>2</sup> There is a need for a major supply boost in order to reach a situation whereby the Council is able to demonstrate and maintain a 5YHLS and, clearly, the best way to achieve this is via a new Local Plan. Also, NPPF paragraph 34 sets out that local authorities should adopt a new local plan every five years.
- 2.2.7. To summarise the discussion so far, there is: A) 'top down' pressure to adopt a Local Plan given that the adopted Local Plan dates from 2016 and looks ahead only to 2029, whilst the NPPF expects plans to be reviewed every five years and look ahead 15 years (including in terms of providing for development needs); and B) 'bottom up' pressure in the sense of a need to ensure that growth comes forward in a plan-led way, i.e. such that the Borough can avoid potentially problematic 'planning by appeal'.
- 2.2.8. Finally, and on a more positive note, there is a need to adopt a Local Plan that delivers on wide-ranging objectives regardless of 'pressures' discussed above, for example:

<sup>2</sup> As of 1<sup>st</sup> April 2024 the Council was able to demonstrate a housing land supply of 2.76 years as measured against a housing requirement set at standard method LHN (because the housing requirement in adopted Local Plan is out of date, as the plan is more than five years old). On the plus side, recent delivery has been strong, such that the Council has a score of 144% under the Housing Delivery Test (HDT), where a score below 75% means being subject to the 'presumption in favour'.

- Providing for housing need is not only of great importance in-and-of itself, but also due to wide-ranging secondary benefits, e.g. affordable housing and the economy.
- Plan-led housing growth creates an opportunity to target infrastructure investment to realise benefits far in excess of what would otherwise be the case.
- A local plan is an opportunity to consider development viability in a strategic way, such that a considered approach can be taken to policy 'asks' including housing mix, affordable housing, net zero development, biodiversity net gain and more.
- The Local Plan is a key opportunity to ensure a strategic approach in respect of a range of other key issues, including providing for employment land needs.

## 2.3. The plan area

- 2.3.1. Test Valley is located at the western edge of Hampshire, bordering Wiltshire and Berkshire, and with a small area of the New Forest National Park intersecting the Borough, where the New Forest National Park Authority is responsible for planning. There are a range of key cross-border and 'larger-than local' considerations for the Local Plan, but of particular strategic significance is work in collaboration with authorities across South Hampshire, including in respect of housing needs.

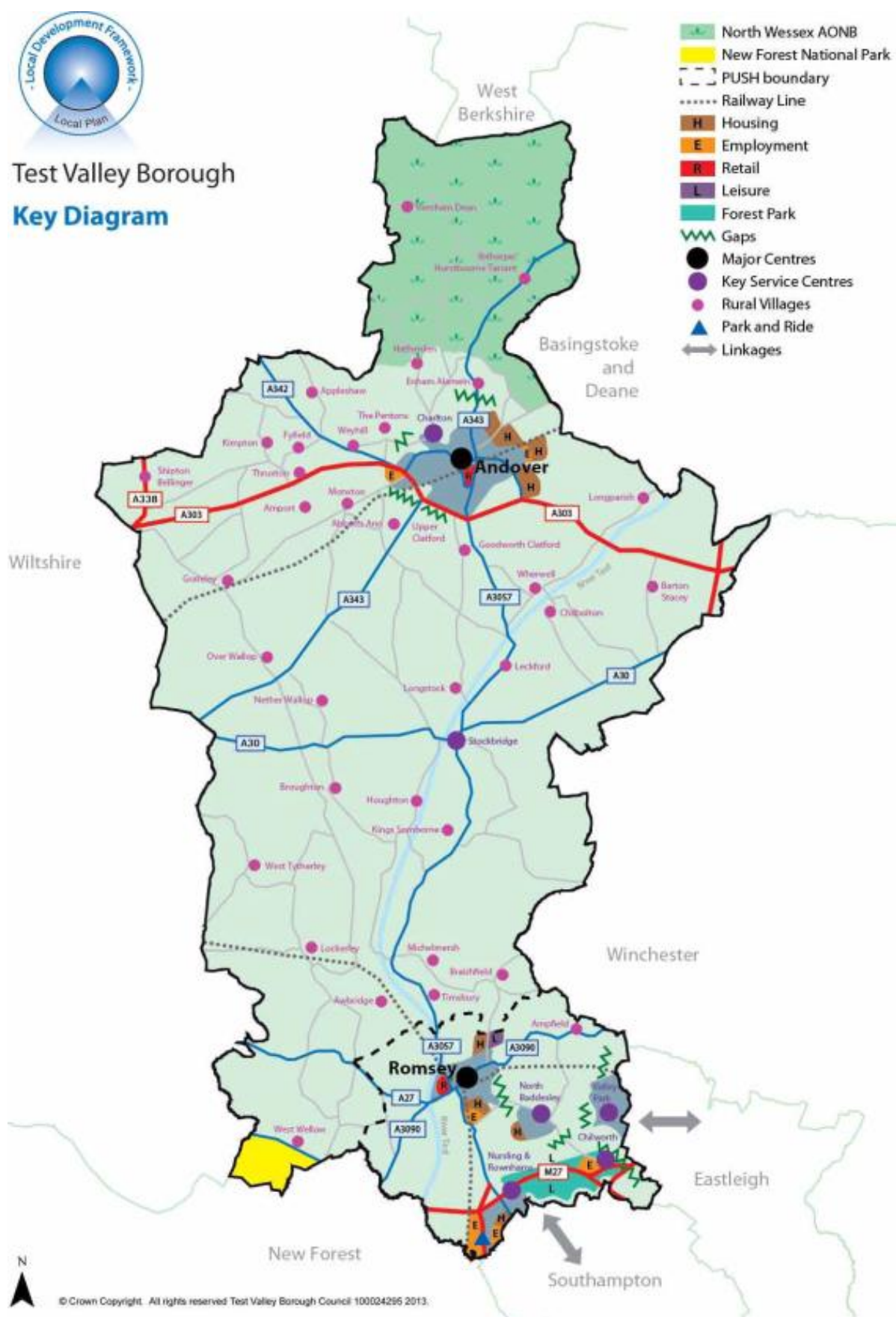
*Figure 2.1: Test Valley in the sub-regional context*



- 2.3.2. There are two distinct sub areas within the Borough, namely Northern Test Valley and Southern Test Valley. The northern area includes the town of Andover, from where there are good east-west links to Basingstoke, Salisbury and, to a lesser extent (not by rail) Winchester. Southern Test Valley is strongly associated with the Southampton conurbation, with Romsey as the main town plus four further key settlement areas, namely North Baddesley, Chilworth, Valley Park (on the outskirts of Chandlers Ford / Eastleigh) and Nursling / Rownhams (on the outskirts of Southampton). A central area of mid Test Valley straddles the northern and southern areas and comprises historic and affluent villages including several strongly associated with the River Test.

- 2.3.3. Previously the approach taken has been to set two distinct housing requirements for the Andover area (including the rural area) and the Romsey area on the basis of two distinct housing market areas, but the new approach is to set a single housing requirement for the whole borough (in line with the NPPF). Nonetheless, a key starting point for the Local Plan remains an understanding that both north and south areas are associated with distinct development needs such that a balance of growth is required.
- 2.3.4. Within this, the settlement hierarchy is the other key starting point.
- 2.3.5. The adopted Local Plan directed growth strongly to the two highest order settlements in the Borough, namely Andover and Romsey, and particularly Andover because need was understood to be higher within the North Test Valley housing market area. This can be understood from the adopted Local Plan Key Diagram, which is shown below. Notably:
- East of Andover – was a key focus of growth, with some of the sites shown already coming forward by the time of plan adoption, and all now complete or near-complete.
  - Romsey – the picture is more complicated (see Section 5.4), but key points to note are: A) the housing site to the north has delivered; B) the leisure site to the northeast has partly been delivered as housing; and C) the large southern urban extension has taken longer to come forward but there is now a planning application ([Whitenap](#)).
  - North Baddesley – was also assigned growth, but no growth was directed to Valley Park, which is a matter that is to be reconsidered through the current Local Plan.
  - M27 corridor – to the west of the M271 the Key Diagram showed an established major employment area (Nursling Estate) and then nearby to the east the new allocations have not delivered entirely as anticipated (including in terms of a new Park and Ride; see Section 5.4). To the west of Chilworth the employment area shown is an established University Science Park, but not shown was a modest residential site at Stoneham, at the southern edge of Eastleigh. Also, not shown was two recent extensions to ‘Nurslings and Rownhams’ (one delivered, the other near complete).
- 2.3.6. Finally, a key point to note is the following from the adopted Local Plan in respect of the rural area (including Stockbridge as a Tier 2 settlement):
- “There are no proposals to allocate housing sites within the rural villages. However, through rural exception sites and... infill sites... a contribution to the housing supply is justified. Additional housing may come forward as a consequence of community led initiatives either based on the proposed policy COM9 or Neighbourhood Planning.”*
- 2.3.7. At the time of the Draft Plan consultation in 2024 it was recognised that there was a need to revisit the approach to growth in the rural area, balancing A) the stretching nature of housing needs borough-wide and village / rural area specific arguments for growth; with B) the clear need to apply caution in respect of village/rural growth.
- 2.3.8. Specifically, in 2024 the proposal was to commit to 542 homes in the plan period within the rural area, of which 492 homes was from completions (since the start of the plan period, which at the time was 2020; see below) and commitments (i.e. permissions, including sites permitted under ‘the presumption’ and existing neighbourhood plan allocations). The shortfall was to be met and exceeded (as a buffer) by assigning modest housing requirements to seven neighbourhood plans (total supply 110 homes).
- 2.3.9. As of 2025, in light of the 78% higher LHN figure there is a need to revisit the strategy for the rural area once again and consider the possibility of Local Plan allocations, in addition to ongoing support for housing supply via neighbourhood plans. It is also the case that there are wider arguments to be made for local plan allocations at villages, including around the fact that village allocations will tend to have strong deliverability credentials, i.e. low delivery risk and an ability to deliver early in the plan period, which is crucially important, as the Local Plan must have a ‘five year housing land supply’ (5YHLS) at adoption and the Borough must be able to maintain a 5YHLS until the next local plan is adopted, with a view to avoiding ‘the presumption’ (planning by appeal). A final factor is that Government support for neighbourhood planning is uncertain.

Figure 2.1: The adopted Local Plan Key Diagram (2016)





## 2.4. The plan period

- 2.4.1. The plan period is 2025 to 2042, in light of NPPF paragraph 22 which states:
- “Local plans] should look ahead over a minimum 15 year period from adoption, to anticipate and respond to long-term requirements and opportunities. 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...”*
- 2.4.2. With regards to the start of the plan period ('base date'), a start date of 2025 is a notable adjustment from the Draft Plan 2024, when the proposal was to start the plan period in 2020. This is a reasonable step given that housing delivery averaged 600 dpa over the period 2020/21 to 23/24, i.e. a level well below LHN (934 dpa). Whilst it could be argued that the plan period should begin earlier (e.g. 2020, as per the previous proposal) and the new Local Plan should act to make good the supply shortfall over the early years of the plan period, it is considered good practice for the plan base date set as close as possible to the date of plan adoption. This recognises that standard method LHN is updated annually and includes an upwards adjustment for affordability such that any under-supply is captured (assuming supply affects affordability).
- 2.4.3. With regards to the plan end date, 2042 is an extension to the previously proposed end date of 2040, and is considered to represent good practice. There is also a need to consider whether there is a sub-regional case for planning with a longer term perspective, e.g. with a view to delivering on a long term vision for the Southampton or South Hampshire sub-region, but there is no clear case in this regard.
- 2.4.4. Finally, it is worth noting here that, as of the start of the plan period (1<sup>st</sup> April 2024), there was known to be 3,187 homes supply from 'commitments', which comprises sites with planning permission or an existing allocation that can likely be rolled forward into the new Local Plan. As such, a key aim for the local plan is to identify housing land supply over-and-above commitments (plus a windfall assumption) sufficient to deliver on the identified housing requirement for the plan period as a whole, where the requirement must likely be set in line with standard method LHN (as introduced above and discussed in further detail below). The situation is similar for employment land.

## 2.5. Plan objectives

- 2.5.1. It is important to set plan objectives early in order to guide the plan-making process. Also, the plan objectives are a key input to the SA process, because 'reasonable alternatives' must be defined taking account of *“the objectives... of the plan.”*
- 2.5.2. The plan objectives are unchanged from the Draft Plan 2024 (abridged):
- **Climate Change** – Tackling climate change through transition to a carbon neutral future, where new development and local environments are adaptable and resilient to the changing climate...
  - **Communities** – Deliver and strengthen sustainable, cohesive and healthy communities in towns and villages. Secure lasting benefits for 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...
  - **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... whilst protecting and enhancing... 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....
- **Health, Wellbeing, 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... Work with the Council's partners to secure access to healthcare for all...
- **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...
- **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, Prosperity 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... and jobs...
- **Transport and Movement** – Encourage active and sustainable modes of transport... 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

- 3.1.1. The scope of the SA refers to the breadth of sustainability issues and objectives that are taken into account as part of the appraisal of reasonable alternatives and the emerging plan. It does not refer to the scope of the plan (discussed above) nor the scope of reasonable alternatives (discussed in Part 1).
- 3.1.2. The aim here is to introduce the reader to the *broad scope* of the SA. Further information is presented in a stand-alone Scoping Report (2020); however, it is important for the SA scope to remain flexible, responding to the emerging plan and reasonable alternatives, and the latest evidence-base.

#### Consultation on the scope

- 3.1.3. The regulatory requirement is that: "When deciding on the scope and level of detail of the information that must be included in the [SA Report], the responsible authority shall consult the consultation bodies." As such, the consultation bodies – the Environment Agency, Historic England and Natural England – were consulted in 2020 and all responses received taken into account as part of SA work undertaken ahead of Draft Plan consultation in 2024, as part of which an Interim SA (ISA) report was published.

## The SA framework

- 3.1.4. The key outcome of scoping work is the SA ‘framework’ under which subsequent appraisal can be undertaken, with a view to ensuring that appraisal is suitably focused and also concise. At the core of the SA framework is a list of sustainability topic headings, and under each topic heading there is defined objective.
- 3.1.5. The SA framework was first set out in the Scoping Report and then modest adjustments were made prior to SA work in 2023/24, as explained in the ISA Report 2024. At the current time comments are welcomed on the SA framework and the wider SA scope.

*Table 3.1: The SA framework*

Topics	Objectives
Accessibility (to community infrastructure)	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	Maintain and, where possible, enhance air quality.
Biodiversity	Conserve and, where possible, enhance biodiversity and habitat connectivity
Climate change adaptation	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	Support the delivery of climate change mitigation and adaptation measures.
Communities and health	Seek to improve the health and wellbeing of the population.
Economy and employment	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.
Historic environment	Conserve and, where possible, enhance the historic environment and the significance of heritage assets.
Housing	Ensure everyone has the opportunity to live in an appropriate and affordable home that meets their needs.
Landscape	Conserve and, where possible, enhance the Borough’s landscape, townscapes and settlement character
Soils and resources	Encourage the efficient use of land and conserve soil resources.
Transport	Achieve a sustainable and integrated transport system.
Water	Conserve and, where possible, enhance the water environment and ensure the sustainable management of water resources.

# **Part 1: Work to date**

## 4. Introduction to Part 1

### Overview

- 4.1.1. Several formal consultations having been held to date. However, the aim here is not to relay the entire backstory, nor to provide an ‘audit trail’ of steps taken.
- 4.1.2. Rather, the aim is to report work undertaken to examine **reasonable alternatives** in 2025 ahead of the current consultation. Specifically, the aim is to:
- explain the reasons for selecting the alternatives dealt with – see **Section 5**
  - present an appraisal of the reasonable alternatives – see **Section 6**
  - explain the Council’s reasons for selecting the preferred option – see **Section 7**
- 4.1.3. Presenting this information aligns with the requirement for the SA Report to present an appraisal of reasonable alternatives and “*an outline of the reasons for selecting the alternatives dealt with*”.

### Reasonable alternatives in relation to what?

- 4.1.4. The requirement is to examine reasonable alternatives (RAs) taking account of “*the objectives and geographical scope of the plan*”, which suggests a need to focus on the **spatial strategy**, i.e. providing for a supply of land, including by **allocating sites**, to provide for objectively assessed needs alongside delivering on wider plan objectives. Establishing a spatial strategy is clearly a central objective of the Local Plan.<sup>3</sup>
- 4.1.5. Spatial strategy alternatives can perhaps more accurately be described as **alternative key diagrams**, where the key diagram is a reflection of established development requirements, spatial strategy and site selection.
- 4.1.6. Alternative key diagrams can then be termed ‘**growth scenarios**’ as a shorthand.
- 4.1.7. Housing and employment land are key matters to explore across growth scenarios, and providing for Gypsy and Traveller accommodation needs is a further consideration.

### What about site options?

- 4.1.8. Whilst individual site options clearly generate interest, they are not RAs in the context of most local plans. Were the objective to allocate one site, then site options would be RAs, but that is rarely the case for local plans. Rather, the objective is to allocate a *package* of sites and so RAs must be in the form of alternative *packages* of sites, in so far as possible. Nonetheless, consideration is naturally given to the merits of site options as part of the process of defining RA growth scenarios (Sections 5.3 & 5.4).

### What about other aspects of the plan?

- 4.1.9. As well as establishing a spatial strategy, allocating sites etc, the Local Plan must also establish policy on thematic district-wide issues, as well as site-specific policies. These can be broadly described as development management (DM) policies. However, it is a challenge to define “reasonable” DM policy alternatives, and, in this case, none are identified following discussion with Officers.<sup>3</sup> DM policies are discussed further in Part 2 of this report, but only in a light touch way, including recognising that DM policies are not a focus of the current consultation (which is focused on strategy / sites).

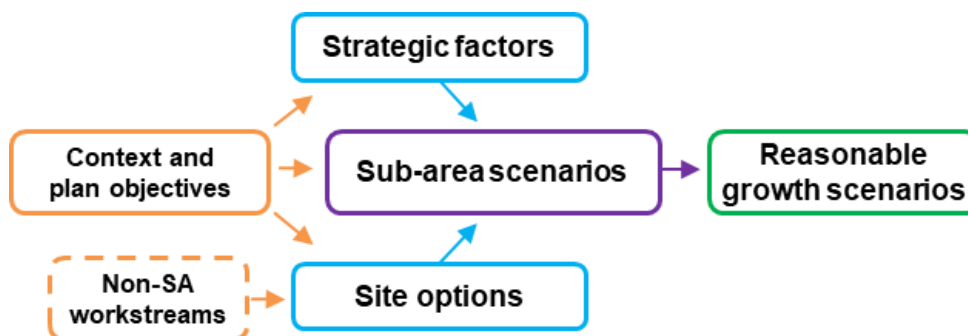
<sup>3</sup> Another consideration is that to be ‘reasonable’ alternatives must be meaningfully different to the extent that they vary in terms of **significant effects**, where significance is defined in the context of the plan (taken as a whole). A focus on key diagram RAs (‘growth scenarios’) guarantees that this will be the case and so negates the need for a process of screening what should and should not then be a focus of subsequent work to explore (i.e. define, appraise and consult upon) RAs.

## 5. Defining growth scenarios

### 5.1. Introduction

- 5.1.1. The aim here is to discuss the process that led to the definition of reasonable growth scenarios in 2025. To reiterate, growth scenarios equate to **reasonable alternatives**.

Figure 5.1: A standard broad process to define growth scenarios



- 5.1.2. This process is described across the following sub-sections:

- **Section 5.2** – considers strategic factors ('top down').
- **Section 5.3** – considers individual site options ('bottom up').
- **Section 5.4** – draws matters together (top down / bottom up).
- **Section 5.5** – concludes on reasonable growth scenarios.

- 5.1.3. With regards to the **context**, the first point to make is that key context is provided by plan-making stages over recent years, and a number of consultation response received are referenced/quoted below.

- 5.1.4. Secondly, there is a need to acknowledge that numerous 'non-SA' workstreams must feed-in, but there are invariably challenges in terms of timings.<sup>4</sup> Key non-SA workstreams to account for as part of work to define RA growth scenarios include:

- Workstreams examining site options – officer led work to examine the merits of site options, both in isolation and in combination, must clearly be a major input to work described here to define RA growth scenarios. The officer led work is a major undertaking, e.g. drawing upon specialist inputs and the findings of stakeholder engagement, and this has fed in as far as possible.
- Scheme specifics – generating an understanding of what specific site options would or could deliver (e.g. in terms of land uses and infrastructure) involves a detailed process, and attention naturally focuses on emerging proposed allocations more so than emerging omission sites. However, it is both emerging proposed allocations and emerging omission sites that must be a focus of the process set out below.
- Infrastructure Delivery Plan (IDP) – infrastructure planning is a major undertaking for any local plan, and the reality is that the complexity of the work means that there is a pragmatic need to focus attention on the emerging preferred approach, with limited if any potential to explore alternative growth scenarios. Also, the reality is that it is work that must be completed late in the day, once the preferred approach is near-finalised and taking into account a range of other workstreams.

<sup>4</sup> Equally, there are some workstreams that cannot be completed in time for this current Regulation 18 consultation and so will need to feed in subsequently, i.e. prior to finalising the plan for publication under Regulation 19, with one notable example being strategic transport modelling. In short, working in the context of evidence base limitations is a reality of local plan-making.

## A note on limitations

- 5.1.5. It is important to emphasise that this section does not aim to present an appraisal of reasonable alternatives. Rather, the aim is to describe the *process* that led to the *definition* of reasonable alternatives. This amounts to a relatively early step in the plan-making process (a means to an end, i.e. alternatives for appraisal) which, in turn, has a bearing on the extent of work that is proportionate, also recalling the legal requirement, which is to present an “*outline of the reasons for selecting alternatives...*” [emphasis]

## 5.2. Strategic factors

### Introduction

- 5.2.1. The aim of this section is to explore strategic factors (issues and options) with a bearing on the definition of growth scenarios. Specifically, this section of the report explores:
- Quantum – how much development is needed (regardless of capacity)?
  - Broad spatial strategy – broadly where is more/less suited to growth; also, what growth typologies are supported, e.g. large ('strategic') sites versus smaller sites?

### Quantum

- 5.2.2. This section sets out understanding of development needs in respect of housing, employment land and Gypsy and Traveller accommodation in turn. In each case, in addition to setting out understanding of objectively assessed need (NPPF para 11), the aim is to also explore *high level* arguments for the Local Plan providing for a quantum of growth either above or below objectively assessed need.

### Housing

- 5.2.3. A central tenet of local plan-making is the need to **A)** objectively establish needs ('policy-off'); and then **B)** develop a response to those needs through the local plan ('policy-on'). Planning Practice Guidance explains: “*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... establishing a housing requirement...*”
- 5.2.4. With regard to (A), the NPPF states that local housing need (LHN) should be established via an assessment “conducted using the standard method”. With regard to (B), most local authorities respond to LHN by setting a housing requirement that equates precisely to LHN. However, under certain circumstances it can be appropriate to set a housing requirement that departs from LHN.
- 5.2.5. For Test Valley the Government's standard methodology establishes an **LHN** figure of 934 dwellings per annum (dpa), or 15,878 homes in total over the 17 year plan period.
- 5.2.6. Setting the **housing requirement** at 934 dpa over the plan period and identifying a supply sufficient to deliver on the requirement is undoubtedly highly challenging.
- 5.2.7. Delivery over the nine years from 2015/16 to 2023/24 averaged 760 dpa, but it is also notable that annual delivery decreased over this period, from a high of 1,004 homes in 2015/16 to a low of 274 homes in 2023/24. It is crucially important that the housing requirement is set at a level that is deliverable (because under-delivery leads to punitive measures, namely the presumption in favour of sustainable development).
- 5.2.8. However, the fact that annual delivery has twice exceeded 934 dpa over recent years (2015/16, as discussed, plus 2019/20 when 948 homes were delivered) provides confidence that 934 can be delivered, provided the right sites are allocated.<sup>5</sup>

<sup>5</sup> The highest rates of delivery have been achieved when large strategic urban extensions have been building-out at pace, but equally a diverse portfolio of small sites is often seen as the best way to support delivery.

- 5.2.9. Another indication that setting the housing requirement at LHN is highly challenging is the simple fact that this will mean setting the housing requirement at a level 78% higher than was proposed through the Draft Local Plan in 2024, at which time delivering on the housing requirement was seen as challenging. The Interim SA (ISA) Report published alongside the Draft Plan in 2024 appraised a series of higher growth scenarios and flagged concerns with higher growth, perhaps most notably around transport objectives.
- 5.2.10. However, overall it is very difficult to see a high level case for setting the housing requirement below LHN such that the Local Plan generates unmet need. Essentially, this is because of Test Valley's position within a constrained sub-region where other authorities are likely more constrained such that there would be no question of being able to provide for unmet need from Test Valley and, indeed, the majority of the coastal authorities are themselves at risk of generating unmet housing need.
- 5.2.11. In turn, there is a clear high level case for remaining open to setting the housing requirement at a level above LHN, such that there would be flexibility to make provision for unmet need from elsewhere (although providing for unmet need is not the only reason for setting the housing requirement above LHN, with NPPF para 64 referencing "growth ambitions..." plus providing more fully for affordable housing needs can be a motivation, and in Test Valley this is a significant consideration, as discussed below).
- 5.2.12. Box 5.1 seeks to evidence this view by reviewing the latest situation in respect of unmet need across the sub-region (i.e. authorities shown in Figure 2.1, plus several others).

*Box 5.1: Review of unmet need across the sub-region*

There is currently no evidence to suggest that unmet housing need from elsewhere should be provided for in Test Valley (let alone a precise figure that should be provided for). However there is a need to test higher growth options to inform ongoing discussions. This is in the context of NPPF paragraph 28, which deals with "effective and on-going joint working" and explains: "Plans come forward at different times, and there may be a degree of uncertainty about the future direction... In such circumstances... authorities... will need to come to an informed decision on the basis of available information, rather than waiting for a full set of evidence from other authorities."

In practice, the situation in respect of unmet need risk is as follows (from west to east):

- New Forest District is heavily constrained such that there is a clear risk of generating significant unmet housing need, albeit this is unknown at the current time. To the west of New Forest District is Bournemouth, Christchurch and Poole (BCP), where a Local Plan recently failed essentially due to unmet housing need.
- There are few if any concerns regarding unmet need from Wiltshire. The County's LHN rose from 1,917 to 3,525 homes per annum in December 2024 (a rise of 84%) but even were it to transpire that the County generates unmet housing need there is little reason to suggest that it would flow to Test Valley.
- There are no concerns regarding unmet need from West Berkshire, Basingstoke or Winchester. Indeed, the Submission Winchester Local Plan makes some provision for unmet need from the Portsmouth and Havant.
- Southampton City Council published a Draft Local Plan in 2022/23 which proposed generating around 10,000 homes unmet need and, in respect of providing for unmet need elsewhere, stated only: "The Council is working with PFSH through the emerging South Hampshire Strategy to identify how development needs, including housing needs, can be met across the South Hampshire area." The City's LHN has now reduced by 18%, but there nonetheless remains a risk of unmet need, and Test Valley is very closely linked.
- The Eastleigh Local Plan may be able to provide for LHN in full, but this is uncertain, and it appears unlikely that any provision could be made for unmet need from Southampton. A recent Issues & Options consultation document was non-committal in respect of providing for LHN, and did not make reference to unmet need.
- Fareham adopted a Local Plan in 2023 that set the housing requirement at a figure above LHN in order to make some provision for unmet need from elsewhere in the sub-region (900 homes).<sup>6</sup> As such, there is little if any risk of unmet need from Fareham; however, the potential for Fareham to make provision for further unmet need is highly questionable, noting that their LHN figure has now increased by 61%.

<sup>6</sup> The plan explains: "The Council has an obligation to work with neighbouring authorities in order to identify and address unmet need... This work is being undertaken through the Partnership for South Hampshire (PFSH)... However, the Council considers it unnecessary to wait for the outcome of the PFSH work in relation to the question of Fareham's contribution to unmet need..."



- Gosport published a Draft Local Plan in 2021 that proposed 3,500 homes over the plan period and explained:

*"It is clear that given the sites available, the Borough's already built-up nature and various ecological and other environmental constraints as well as the need to provide a balanced community with sufficient employment opportunities that it will not be possible to provide a sufficient amount of land to accommodate [LHN]. This would currently mean that the Borough has an unmet need of 2,076 dwellings (assuming a supply of 3,500 dwellings is achieved)... In accordance with the NPPF the Borough Council is working with its subregional partners through PfSH... to meet the unmet need of Gosport Borough... It is important that this matter is considered on a multi-lateral basis to determine the most sustainable and appropriate sites across the sub-region. The Borough Council has identified these figures to PfSH... and has not requested any single local authority to meet its unmet need until such time as the PfSH evidence has been reported."*

The latest situation is that LHN has increased to 442 homes per annum (6,630 over 15 years) and delivery over the 2021/22 to 2023/24 monitoring years averaged 53 homes per annum.
- Portsmouth published a Local Plan 2024 under Regulation 19 which explained:

*"There is an unmet housing need in the City of 219 homes per year. The City Council has been in pro-active discussions with its neighbouring local authorities on this important cross-boundary strategic matter. The adopted Fareham Local Plan makes provision for 800 homes to help meet Portsmouth's identified need. This reduces the total unmet need in the City... to 179 homes [per year]. Discussions on helping to meet this unmet need are ongoing with our other neighbouring authorities in south east Hampshire..."*

There are then three further points to note: 1) the 219 unmet need figure should be considered a minimum, as the plan did not propose any supply buffer (i.e. the proposal was to set the housing requirement precisely in line with supply); 2) Winchester has subsequently committed to providing for some of Portsmouth's unmet needs, but this might be only a few hundred homes; and 3) the Council subsequently decided not to submit the Local Plan because of a major issue raised with one of its strategic allocations (Tipner West; 800 homes).
- Havant published a Draft Local Plan in 2025 that generates at least of 10,650 homes unmet need, stating:

*"The duty to cooperate is of particular importance given that for not all of Havant Borough's development needs to be met within the Plan area. The Council has worked collaboratively with neighbouring authorities... Winchester City Council's Proposed Submission Plan, which is at Examination, includes an 'unmet needs allowance' of 1,900 dwellings - of which 70% equivalent to 1,330 dwellings would be apportioned to Havant Borough. However, this obviously only represents a proportion of the Havant Borough's unmet need... On this basis, the scale of the remaining unmet need means that there will need to be continuing discussions..."*

The latest is also that Winchester's unmet need allowance may reduce to 700 homes (document [ED25](#)).
- Further east – there are also extensive concerns in respect of unmet need. Focusing on East Hampshire, the Council's LHN figure increased by 98% in 2024, and the Council has raised extensive concerns, which as a minimum serves to indicate challenges in respect of accepting unmet need from the south coast. Further east is then Chichester District, where the submitted Local Plan generated unmet housing need, but the supply position has now improved on account of windfall sites now having gained permission under the presumption in favour of sustainable development. Whilst Chichester District is distant from Test Valley it links to Havant and so arguably factors in when considering the overall challenge facing the sub-region.

In summary, there is considerable 'pressure' emanating from the south, given tightly bounded urban authorities, two national parks, international biodiversity designations and issues associated with an urbanised coastline. From Figure 2.1 attention focuses on Test Valley, Winchester and East Hampshire as potential locations to assist with unmet need, but it is important to recognise that large parts of Winchester and East Hampshire fall within the South Downs National Park. Further afield, Wiltshire would likely argue that they are not well placed to assist (and that providing for LHN is difficult), whilst the north Hampshire authorities are distant from the south coast (as is Andover in Test Valley) and are also under pressure from unmet need emanating from Surrey.

A final factor is that Hampshire is one of the national fast-track areas for devolution, with an expectation that by April 2028 Hampshire will become a combined mayoral authority with two or more unitary authorities underneath. The implication is that providing for unmet need may be to some extent deferred, but this cannot be assumed, and, in any case, there is little or no case for not seeking to build the evidence base in respect of unmet need.

Overall, whilst there is no certainty regarding what if any unmet need should be provided for in Test Valley, and there is unlikely to be any certainty ahead of a sub-regional plan, there is a risk of unmet need, and the possibility of Test Valley providing for some unmet need is a matter that warrants ongoing consideration through proportionate work to explore 'higher growth' scenarios. This is key context to defining RA growth scenarios.

## Employment land

N.B. this section considers need alongside supply taking account of proposed allocations from 2024 (which all still supported) with a view to considering whether there is a residual need to explore further. Supply is then considered further in Section 5.4.

- 5.2.13. The Draft Plan 2024 identified supply to provide for employment land needs in full (71.7 ha 2020-2042), as understood from the Test Valley Employment Needs Further Analysis Study (DLP 2022), which itself had built upon an earlier Study published in 2021.
- 5.2.14. As per housing, in 2024 the proposal was to consider the needs / supply balance across each of the Borough's two sub-areas in turn and, on this basis, there was a supply shortfall in the south area more than made up for by an over-supply in the north.
- 5.2.15. With regards to **employment land needs**, understanding is broadly unchanged from 2024 (in contrast to housing). However, it is acknowledged that further work will need to be undertaken to understand the implications of the new plan period and the new higher housing need / likely requirement figure, given that labour supply generates need for employment land and there is a need to ensure a good spatial balance between homes and jobs (including to minimise commuting). Also, it is acknowledged that calculating employment land needs is not an exact science, and that the previous 2021 needs study had suggested a higher need figure for the Borough after having given weight to projecting forward recent high rates of delivery. This possible higher need figure was clearly acknowledged in the Draft Plan 2024 (see Box 5.2).
- 5.2.16. With regards to **employment land supply**, in short, the preferred approach at the current time remains unchanged from 2024, albeit there is an acknowledgement that there will be a need to review and potentially adjust (boost) the supply subsequent to the current consultation, i.e. prior to finalising the Local Plan. In the South it remains the case (as per 2024) that there is 'top down' pressure to explore options for boosting supply, particularly in respect of strategic warehousing/logistics (B8 use class), but there are few if any potentially suitable site options in contention for additional allocation. In the North there is much less in the way of need / top down pressure to boost supply, but there are several omission sites that perform reasonably well in suitability terms.
- 5.2.17. It should be noted that employment land strategy / site selection was a focus of detailed consideration within the ISA Report published alongside the Draft Plan in 2024, and these matters are returned to below within Sections 5.4 and 5.5 of this report.

### *Box 5.2: Discussion of employment land strategy from the Draft Plan 2024*

The Draft Plan 2024 explained matters as follows:

"The first step in assessing our employment needs was the Employment, Economic and Commercial Needs Study (Stantec) 2021 which was prepared jointly through the Partnership for South Hampshire (PfSH). The study covers the whole of Test Valley. It has split the assessment between the north and south of Test Valley.

This study... gives significant weight to recent past levels of completions, particularly in the last five years [hence is] impacted by the nature in which employment development is delivered which is 'lumpy', i.e. a large factory or warehouse is usually completed in one go in a single year. Much of this is meeting a wider sub-regional need. This results in a forecast of future economic needs which 'bakes in' this recent level of growth and will inevitably reflect a need that meets sub-regional need along with our own local need. The Study acknowledges this. It concludes the forecast for Test Valley may not be realistic...

Reflecting the outcomes and conclusion of the Study, we have undertaken a further employment needs study. This takes forward the [Stantec Study, 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; the impact of the housing requirement...

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..."

## **Gypsies, Travellers and Travelling Showpeople (GTTS)**

N.B. this section considers need alongside supply taking account of proposed allocations from 2024 with a view to considering whether there is a residual need to explore further. Supply is then considered further in Section 5.4.

### **5.2.18. The Draft Plan 2024 explained (abridged):**

“We have undertaken an assessment of [GTSS] needs... This has informed our pitch targets for gypsies and travellers and plot targets for Travelling Showpeople.

The identified need is significantly higher than the previous [assessment]...

To meet these targets and maintain a supply of [GTSS] sites, we firstly considered whether existing sites can be expanded, intensified or regularisation of unauthorised sites. A Pitch Deliverability Assessment... concluded a total of 20 pitches and 0 plots could be met through these means. For Gypsy and Travellers this does contribute to meeting needs but is still short of the overall needs.

We have considered whether there are available and suitable new sites for allocation. The starting point is to consider sites that have been promoted through the SHELAA for gypsy, traveller and travelling showpeople. Only six sites have been promoted.

The site assessment concludes the majority of the sites do have some constraints. This relates to impact on ancient woodland, Tree Protections Orders and priority habitats. There is one site that is less constrained which is Land at Bunny Lane. This site is proposed to be allocated for 4 pitches... The General Requirements set out at Appendix 3 will apply where relevant to the site e.g. the site is within the 7.5km zone of influence for Mottisfont Bats Special Area of Conservation (SAC), as well as the recreation impact mitigation zone for the New Forest and appropriate mitigation will be needed.

This is a challenging situation as there is a lack of available and suitable sites... We are therefore undertaking a call for sites... Following [which] we will consider the next options available to the Council to meet... needs... If we still don't have sufficient available suitable sites, we may need to consider other mechanisms or whether our neighbouring authorities can help meet our needs.”

### **5.2.19. The latest situation is that understanding of need is unchanged (the adjusted plan period is thought unlikely to have a significant bearing) and supply remains “challenging”. As such, consideration must be given to whether there are any strategic sites housing or employment-led sites that could potentially deliver pitches and/or plots.**

## **Conclusion on growth quanta**

### **5.2.20. There is a clear case for focusing attention on growth scenarios involving setting the housing requirement at LHN (with a supply sufficient to provide for this year-on-year, which could necessitate a ‘supply buffer’ as a contingency for delivery issues).**

### **5.2.21. However, given unmet needs (in particular) there is also a need to remain open to exploring higher growth scenarios, subject to consideration of supply options (below).**

### **5.2.22. With regards to employment land, at the current time there is a clear case for rolling forward the strategy / supply form 2024. However, there does also remain a case for being open to higher growth scenarios, which is a matter explored further below.**

### **5.2.23. Finally, with regards to GTSS there is a need to consider ways of boosting supply relative to the proposed approach from 2024, which generated an unmet need.**

### **5.2.24. The question of growth quanta to reflect across the RA growth scenarios is returned to in Section 5.5, following consideration of supply options in Sections 5.3 & 5.4.**

## Broad spatial strategy

- 5.2.25. The aim of this section is to explore 'broad spatial strategy' issues, opportunities and options, building upon the introductory discussion presented in Section 2.
- 5.2.26. It is important to re-emphasise that this amounts to an early high level discussion, with discussion of certain broad spatial issues and opportunities deferred to Section 5.4.
- 5.2.27. The broad spatial strategy has evolved over four Regulation 18 stages and so is considered to be quite firmly evidenced / justified, in a number of respects, at this stage.
- 5.2.28. Matters have been explored in detail through SA Reports and Topic Papers over the years; for example Topic Papers published as part of the consultation in 2024.
- 5.2.29. The current plan document introduces the broad spatial strategy as follows (abridged):

"A key consideration... is the strong distinction between Andover and the northern part of the borough, and Romsey and the southern part of the borough which has a close relationship with South Hampshire. The spatial strategy has considered the distribution of development across the borough recognising a balance is needed...

The market towns of Andover and Romsey... are at the core of our spatial strategy and will continue to be a focus for development. Central to this, is the regeneration of the town centres... The respective Masterplans are delivering this. Development will need to maximise the use of redeveloping brownfield land in the town centres.

Significant growth has already taken place or planned at Andover and Romsey in the form of large scale housing allocations, as identified in the current Adopted Local Plan 2016. We have already taken account of this growth in considering site allocations.

There are a handful of settlements that also provide a range of facilities and services, and whilst not to the same level of Andover and Romsey, they provide more of a range than our more rural settlements. These are settlements in Tier 2 of the Settlement Hierarchy. These settlements will also continue to be a key focus for growth.

For the rural area, the strategy is still to continue to support vibrant and thriving communities. Alongside this, we have considered whether expanding rural settlements would bring benefits of providing additional infrastructure to support the existing and new communities. This has led to a large scale expansion at Weyhill being proposed...

Smaller scale growth is proposed at other rural settlements. The settlement hierarchy identifies the settlements where there are facilities to meet daily needs, which are in Tier 3. By delivering appropriate levels of growth at these settlements, it will bring additional population to help sustain existing facilities whilst maintaining... rural character.

Not all settlements in Tier 3 will have a site allocation within the draft Local Plan. For some settlements, there are [no] sites... available [and] suitable to take forward...

The draft Local Plan continues to support and enable rural communities to deliver their own priorities to address the specific challenges they face in terms of housing supply and affordability... through Neighbourhood Plans and Village Design Statements...

There is a strong and diverse rural and visitor economy... [which plays] a crucial role in supporting and sustaining vibrant communities, and the support for a wider distribution of development will enable this to grow, where it is sustainable to do so.

The delivery of new or improved infrastructure has consistently been raised by our communities as a key concern... The significant increase in our need for homes, will put extra pressure on our infrastructure. Ensuring growth is delivered sustainably with the necessary infrastructure to not place more pressure on existing services or facilities, is critical but very challenging... The Council works collaboratively with partners to plan and deliver infrastructure however the delivery of such is out of our control."

- 5.2.30. Furthermore, the current plan document summarises the broad spatial strategy across a concise series of statements, which are repeated here as Table 5.1.

*Table 5.1: The preferred spatial strategy (text from the current plan document; abridged)*

<b>Broad objective</b>	<b>Objectives</b>
Maintain and enhance a sustainable, attractive borough.	<p>Reduce impact on the changing climate... integrate ecological networks...</p> <p>Provide inclusive growth that creates green, safe, and well-designed places</p> <p>Support new or improved infrastructure which positively responds to...</p> <p>Promote access to the countryside and conserve and enhance... diverse landscape character</p> <p>Provide developments that promote active travel and invest in infrastructure to enable clean travel that reduces our impact from travel</p> <p>Work with communities and organisations to deliver this</p>
Deliver vibrant and resilient towns at Andover, Romsey and other larger settlements.	<p>Promote the town centres as destinations through delivering well designed, accessible, mixed-use developments with improvements to our public realm, maximising the use of previously developed land, to support the day and evening economies in accordance with our Masterplans</p> <p>Be a key focus for sustainable growth along with supporting infrastructure...</p> <p>Sustain... communities through maintaining and enhancing the roles of our larger settlements</p> <p>Work... with Andover Vision and Romsey Future to [improve] the town centres</p>
Enhance and sustain vibrant and healthy rural communities.	<p>Expand Weyhill to enable the delivery of a primary school</p> <p>Maintain the roles of rural settlements... growth to help sustain... facilities</p> <p>[Empower] communities to identify and deliver their needs... community planning</p> <p>Support strong and diverse economy including the rural and visitor economy.</p>

- 5.2.31. Whilst this preferred broad spatial strategy is considered to be strongly evidenced / justified, it is nonetheless important to question aspects 'at the margins'. Most notably, there is a need to highlight the proposal to direct growth to Tier 3 villages, and to Weyhill in particular, recognising that it is a key change to the strategy since 2024 (as discussed). As such, close consideration is given to options around this in Section 5.4.
- 5.2.32. Another key message to highlight is the importance of directing growth in support of 'infrastructure-led' growth, including recognising that infrastructure delivery can be costly and otherwise challenging, such that there is a need to seek to realise opportunities and avoid issues through spatial strategy / site selection. Related to this, there is also a clear desire for 'good growth' in terms of well-designed and mixed use new communities. Both of these factors point to the importance of supporting strategic growth locations, e.g. schemes involving perhaps 900+ homes where delivery of a new primary school may be an option, and this is a matter to explore further below.
- 5.2.33. However, and on the other hand, there is also a need to avoid over-reliance on strategic sites that are inherently at risk of delivery issues that can impact on the Borough's committed supply trajectory (in turn risking punitive measures).
- 5.2.34. As such, another key issue to consider further below, as part of work to explore detailed supply options, is the crucial importance of a balanced overall supply to include a good proportion of supply from small greenfield sites with strong delivery credentials (also, there is naturally a 'deliverability' case for ensuring a good geographic spread of sites).
- 5.2.35. Furthermore, small greenfield sites, particularly at villages where house prices are highest, will often have good development viability credentials, such that they are able to deliver the full policy quota of affordable housing alongside infrastructure (delivery or financial contribution) alongside delivering on wider policy asks, e.g. net zero, design.

## 5.3. Site options

- 5.3.1. This section considers the individual site options that are the building blocks for growth scenarios. Two stages of work are discussed below, both led by TVBC Officers.
- 5.3.2. The starting point is Strategic Housing and Economic Land Availability Assessment (**SHELAA**), which considers a long list of site options and for each one reaches a conclusion on whether the site is 'deliverable' (able to deliver within 5 years) or 'developable' (within the plan period) after having determined that the site is both:
  - Available and achievable – meaning there is a reasonable prospect of development accounting for financial viability and assuming that the site will deliver on standard policy asks. This is not always clear cut, particularly where the land is currently in a profitable use and recognising the costs involved with seeking planning permission.
  - Suitable – the aim is to reach a high level conclusion in light of a basic set of standard criteria. There is a clear recognition that sites deemed suitable through a HELAA will not necessarily be suitable for allocation through the Local Plan, in light of: A) more detailed analysis, as discussed below; and B) consideration of the site in combination with others (at a range of scales), as discussed in Sections 5.4 and 5.5.
- 5.3.3. Focusing on housing, the total capacity of these sites identified as deliverable or developable through the SHELAA is far in excess of what must be allocated under any reasonable scenario (see discussion of development needs in Section 5.2).
- 5.3.4. As such, the next step was for Officers to implement a further sifting process in order to arrive at a refined shortlist. This itself was broken down into stages, specifically: 1) Sift out sites with capacity under 10 homes; 2) sift out sites with clear constraints such that they have no realistic potential for allocation, given the capacity of less constrained sites, i.e. sites that are clearly sequentially preferable; and then 3) sift out sites that are clearly contrary to the spatial strategy, which primarily means sites poorly related to a settlement falling within the top three tiers of the settlement hierarchy.
- 5.3.5. The remaining sites were subjected to detailed assessment, with criteria designed to align with the SA framework (see Section 3 of this report). This assessment is reported in a stand-alone **Site Assessment Topic Paper** (also the preceding sifting stages).
- 5.3.6. Sites that were subjected to detailed assessment are considered in Section 5.4, below.
- 5.3.7. In **summary**, the two stages of work described above generated a shortlist of site options for further consideration in Section 5.4, which explores sites in combination.
- 5.3.8. Two further points to note are as follows:
  - Existing allocations can be rolled, i.e. supply can be assumed. The large site to the south of Romsey (Whitenap) is yet to gain planning permission, but there is a pending planning application, and there is no question of the site not being taken for the purposes of the new Local Plan, given the scale of LHN.
  - Proposed allocations from 2024 are considered to be associated with a particularly strong case for allocation, given the stretching nature of LHN. All are discussed in detail below, but ultimately all are judged to perform well in light of consultation responses received and ongoing detailed technical work. At a number of sites adjustments to capacity and/or policy requirements have been made since 2024.

## 5.4. Top down meets bottom up

### Introduction

- 5.4.1. Discussion has so far focused on A) 'top down' consideration of strategic factors (growth quantum and broad spatial strategy); and B) 'bottom-up' consideration of site options.
- 5.4.2. The next step is to bring these factors together in order to identify site options and combinations of site options that should be taken forward to the RA growth scenarios.
- 5.4.3. This is an inherently challenging aspect of local plan-making, and so it is important to break the task down. In this instance the task is broken down by focusing on:
  - 1) Sub-areas (housing focus)
  - 2) Employment land needs
  - 3) GTSS accommodation needs

### Methodology

- 5.4.4. Focusing on (1), the aim is to draw together the 'top down' and 'bottom up' inputs discussed above before concluding on combinations of supply options – henceforth sub-area growth scenarios – to take forward to Section 5.5, where the aim is to combine these to form borough-wide RA growth scenarios for appraisal and consultation.
- 5.4.5. With regards to employment land and GTSS accommodation the situation is more straightforward as there is simply a need to reach a conclusion on RA growth scenarios.
- 5.4.6. The aim here is not to present a formal appraisal, but rather to contribute to “an outline of the reasons for selecting” the RA growth scenarios ultimately defined in Section 5.5. Accordingly, the discussions are systematic only up to a point, with extensive application of discretion and planning judgment. The aim is not to discuss all site options to the same level of detail, but rather to focus attention on those *judged to be more marginal*, i.e. where the question of allocation is more finely balanced.
- 5.4.7. As such, site options are discussed in broad order of performance in light of: Section 5.2 (which allows for an understanding of broadly how much development is needed borough-wide and how it should/might be distributed); and Section 5.3 (which signposts to the officer-led workstreams differentiating the merits of site options).
- 5.4.8. To summarise Section 5.2 there is a need for *supply* of perhaps ~16,000 homes over the plan period (the housing requirement plus a buffer). This then reduces to **~12,000 homes** once account is taken of existing commitments and a windfall allowance.

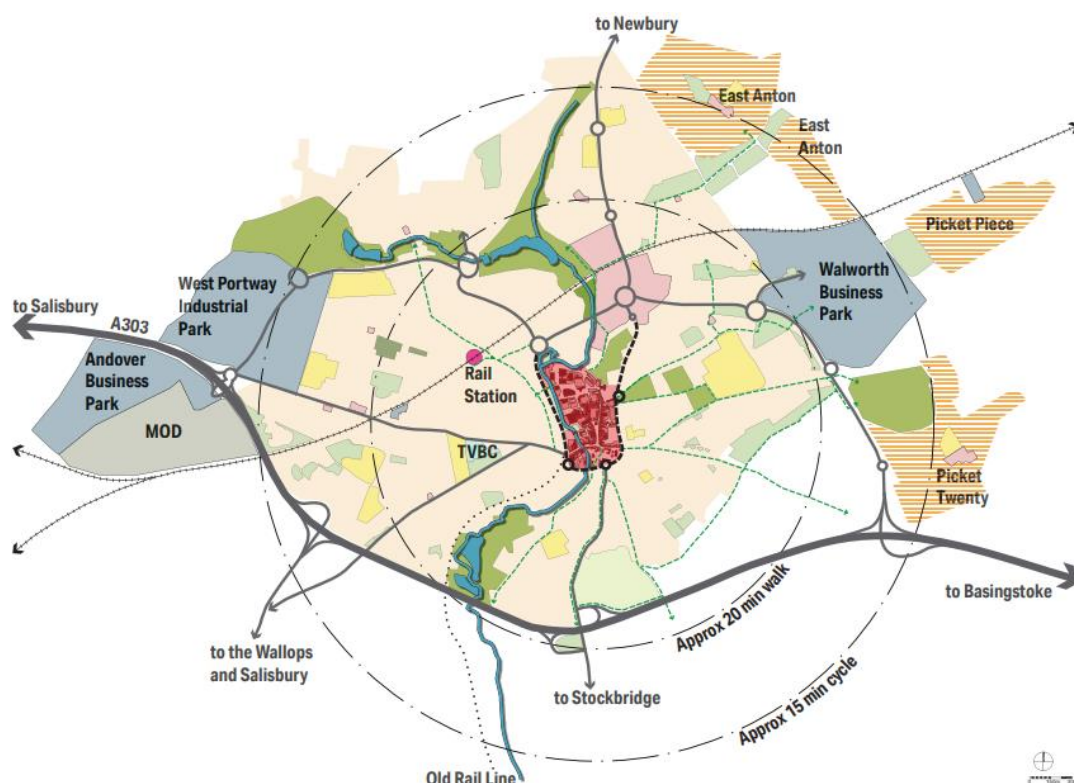
### What sub-areas

- 5.4.9. The following sub-areas are discussed in turn.
  - Andover
  - Luggershall
  - Weyhill
  - Enham Alamein
  - Grateley Station/Palestine
  - Romsey
  - North Baddesley
  - Valley Park
  - M27 corridor
  - Stockbridge
  - Remaining Tier 3 villages
- 5.4.10. This order balances geographic location with potential growth opportunity. It follows that Tier 3 villages are considered last bar three with a potential growth opportunity.

## Andover

- 5.4.11. Andover is a historic market town on the River Anton, which is a tributary of the River Test. The town is well-linked to Basingstoke, Salisbury and other settlements in Wiltshire and the southwest, including via the A303, which is a strategic route linking London to the southwest and an important corridor for economic activity and MOD uses. The area around Andover is highly rural, including within the North Wessex Downs National Landscape (NL) to the north. Charlton is a Tier 2 village that is very closely linked to Andover, such that it can be considered here alongside Andover, but other closely linked villages are discussed below under separate headings.
- 5.4.12. As the only town in the north of Test Valley, and indeed the main town serving an extensive rural area that extends beyond Test Valley, Andover has been a key focus of growth within the Borough over recent years, mainly via strategic urban extensions to the east of Andover at Picket Piece, East Anton and Picket Twenty. There is also a major focus on town centre regeneration, with a Town Centre Masterplan having been adopted in 2020. The Masterplan is available at [www.thinkandovertowncentre.co.uk](http://www.thinkandovertowncentre.co.uk), and includes the figure below, which provides a helpful overview of the town (N.B. the 'white land' between the urban edge and East Anton is now under construction).

Figure 5.3: Overview of Andover (from the Town Centre Masterplan, 2020)



- 5.4.13. As a Tier 1 settlement there is a clear need to direct a good proportion of growth to Andover, over-and-above commitments, which includes an assumed supply of 367 from sites identified in the Town Centre Masterplan (Policy NA1 from the 2024 Draft Plan).
- 5.4.14. Beginning with urban allocations, none were proposed in 2024 and that remains the case at the current time. Whilst there are several SHELAA sites within the urban area, all are ruled out for clear cut reasons through the Officer-led site selection process (as discussed in Section 5.3) that need not be questioned here, i.e. for the purposes of defining RA growth scenarios. There will be the potential to revisit and seek to boost urban supply prior to finalising the plan, but opportunities are clearly limited, including given the high bar to demonstrating sites as available and ultimately developable.



5.4.15. With regards to greenfield allocations, the first port of call are those sites previously proposed for allocation in 2024. As discussed above, there is a clear high level case for taking these sites forward, given that they have been subjected to consultation (and are all considered to perform suitably well in light of that consultation) and given that local housing need (LHN) is now understood to be 78% higher, plus unmet need is an issue.

5.4.16. The allocations from 2024 are as follows:

- South of London Road, Picket Twenty, East Andover (90 homes) – this site performs strongly, as it will arguably ‘complete’ the recently delivered Picket Twenty strategic urban extension that is adjacent to the south (indeed, the site partially covers an area which was previously allocated in the Adopted Local Plan). Also, the site will deliver an extension to the neighbouring Harewood Common green space. There are mature trees etc as this was historically a distinct settlement area (see [historic mapping](#)).
- Manor Farm, North of Saxon Way, North Andover (900 homes) – is more challenging, but nonetheless strongly supported including in light of consultation. A benefit is the ability to deliver employment land (1.5 ha) in addition to new homes, but there are few opportunities in terms of realising new infrastructure benefits alongside new homes,<sup>7</sup> and it is noted that the site capacity has increased from 800 to 900 homes since 2024.

A benefit is a good location on the strategic road network, and a location away from the east of Andover (the focus of recent, ongoing and likely future expansion), but a potential concern is around securing strong containment / avoiding sub-optimal sprawl over time (there is a requirement to deliver strategic greenspace to bound the north of the site). There is a need to consider the strategic relationship between Andover and the historic settlements of Charlton and Knights Enham, and also the green infrastructure importance of this sector of land, including noting mature/historic field boundaries, a Local Wildlife Site (LWS) woodland to the north and Public Rights of Way (PRoW) linking to the North Wessex Downs National Landscape (NL).

- Bere Hill, Southeast of Andover (1,400 homes) – is again somewhat challenging but overall strongly supported including in light of consultation. This is in many ways a logical urban extension, taking Andover as far as its bypass road (the A303), plus development would help link Picket Twenty to Andover. However, this is raised land that is accessible by PRoW. Also, there are multiple landowners that creates a challenge, including in terms of delivering infrastructure, including transport (the new proposal is for two access junctions) and community (the proposal is to deliver a 2fe primary school). On the other hand, working with multiple landowners to secure comprehensive growth (rather than piecemeal) represents good plan-making practice.

5.4.17. The combined capacity of these three sites is 2,390 homes, plus there is a need to recall existing committed growth (relatively limited at Andover, as a number of schemes have recently completed or are nearing completion).

5.4.18. This is feasibly a reasonable low growth scenario; however, on the basis of the discussion in Section 5.2 there is judged to be a clear need for higher growth.<sup>8</sup>

5.4.19. There are numerous sites that come into contention (see Section 5.3), but a reasonable first port of call (in light of the discussion in Section 5.2) is potential strategic urban extension options. In this regard attention focuses on the following site, which was also notably explored in detail through the appraisal of RA growth scenarios in 2024:

<sup>7</sup> Supporting text within the plan document explains: “There may be potential to deliver a local centre to provide community uses and small scale retail provision. Further technical evidence of market demand for commercially-led facilities will be required in the context of existing local facilities in the wider area, which will be considered to inform the final draft Local Plan...”

<sup>8</sup> To reiterate, there is a need for supply of perhaps ~16,000 homes over the plan period (the housing requirement plus a supply buffer). This minimum supply target then reduces to around 12,000 homes in light of commitments and a windfall allowance.

- Finkley Down Farm, East Andover (1,150 homes) – can deliver a major benefit in the form of a secondary school to address an existing need (7ha) as well as a primary school (2 ha). However, the scheme would extend a near complete strategic urban extension, which is not ideal (i.e. ideally growth should ideally be comprehensive in order to leverage maximum planning gain), and this sector of the Andover urban edge is distant from strategic road corridors. Also, heritage is a constraint, and a potential concern is around further/future eastward sprawl (see discussion below).
- 5.4.20. There are also several other potential strategic urban extension options, but these are judged sequentially less preferable. They are discussed further below.
- 5.4.21. As such, the next consideration is potential new (i.e. not previously proposed in 2024) non-strategic urban extensions and, in this regard, the following perform strongly:
- East of Smannell Lane, East Andover (200 homes) – this site is adjacent to Finkley Down Farm and is a logical location for growth on the assumption that Finkley Down Farm is allocated. However, it is important to note that land is available to the east and to the north, such that ensuring comprehensive growth with a long term perspective (to maximise benefits) is a consideration. Indeed, this is highlighted by the fact that the development would erode a designated Local Gap. The transport constraints discussed above in respect of Finkley Down Farm also apply and, indeed, there is an important in-combination consideration in this regard (in terms of avoiding problematic traffic on the one hand, and funding/delivering upgrades on the other).
  - West of Andover, Andover (200 homes) – this is a logical urban extension in that this would ‘infill’ the gap between the urban edge and the hamlet of Penton Corner (20<sup>th</sup> Century in origin) and growth would be well-contained in the landscape by a mature field boundary and a long distance PRoW at its northern extent (the site would erode the defined landscape gap to the Pentons Conservation Area, but the integrity of the gap would be retained, and there would be little risk of further erosion). However, this western extent of the settlement edge is defined by a large industrial area and the A303 / A342 major road corridors (which merge here), such that securing good links to Andover is inherently challenging (albeit there is equally an opportunity to improve the situation for existing residents of Penton Corner; plus there is an in-combination consideration in respect of Weyhill as a potential growth location, as discussed below).
  - East of Hatherden Road, Charlton (135 homes) – this site will serve to ‘round off’ the built form given an existing neighbourhood plan allocation for 50 homes adjacent to the east (which itself will form a northern extension to a recent development that gained permission at appeal in 2015). However, this is valued part of the urban edge / urban / rural transition, noting nearby historic built form (including several listed buildings), historic rural lanes and PRoW. It is also noted that there is no field boundary at the northern extent of the site, although overall the potential to secure a defensible boundary can be envisaged, including noting a PRoW. A key issue is a need to avoid traffic on Enham Lane, such that access must be achieved from Hatherden Road, and the current plan document also explains: *“Opportunities to ensure good connectivity and active travel links in combination with the Charlton Neighbourhood Development Plan allocation to the west of this site, is required.”* There may be potential to achieve this as a planning application is yet to be submitted.
- 5.4.22. The above allocations in-combination (three allocations from 2024, one new strategic urban extension and three modest new urban extensions) would deliver 4,075 homes (over-and-above commitments), which is certainly a reasonable growth scenario, recalling the minimum target figure of ~12,000 homes discussed above.
- 5.4.23. However, there is also a need to remain open to higher growth scenarios, given Andover’s position in the settlement hierarchy and the strategic context.
- 5.4.24. In this regard, a reasonable ‘next port of call’ site for consideration is judged to be:

- South west Andover (~2,000 homes) – to be clear this is not an emerging preferred option but is judged to warrant close consideration. Specifically, a ‘garden suburb’ is being promoted by landowners adjacent to the southwest of the A303 / south of the railway line, with the first phase to come forward as a garden village before later phases then fill the gap to the A303 / urban edge. A ‘landscape led’ scheme is proposed by the site promoter involving a large area of land delivered as accessible greenspace and as a buffer to the Pillhill Brook corridor / the historic villages of Abbotts Ann and Anna Valley. However, there are clear issues and constraints, most notably the major challenge of good connectivity to Andover, given the intervening A303, and secondary school capacity is likely an issue. One other constraint that warrants note at this stage (ahead of detailed appraisal) is that this sector of the Andover urban edge is associated with relatively high quality agricultural land.

#### 5.4.25. Final sites of note are then as follows:

- North east Andover – to the east of Finkley Down Farm (discussed above) is one final parcel of land before the start of the National Landscape, and this is being promoted for a 2,500 home ‘garden village’. There are three key considerations: 1) a comprehensive scheme is proposed, and the possibility of a new train station is suggested, but there is no certainty regarding deliverability of the station; 2) there is significant landscape given the National Landscape on two sides; and 3) it is very difficult to envisage this scheme delivering as a stand-alone garden village, i.e. in all likelihood adjacent Finkley Down Farm would also come forward in due course.

Ultimately, the Finkley Down Farm urban extension is strongly favoured ahead of the option of a new garden village such that, in practice, the key option for consideration is the possibility of a *combined* strategic urban extension for ~3,650 homes.

There is a case for exploring this option further, as the last remaining sector of land between the urban edge and the National Landscape with a long term strategic perspective, thereby avoiding piecemeal growth with opportunities missed to leverage funds for infrastructure and wider planning gain. However, there is currently insufficient certainty regarding deliverability or the potential for large-scale strategic growth to come forward in a way that avoids/addresses issues – most notably in terms of landscape and transport connectivity – and realises the growth opportunity in full.

- North Andover – directly to the north of the town, either side of the A343 and adjacent to the east of the ‘Manor Farm’ site discussed above, almost all of the land between the urban edge and Enham Alamein is available and being promoted for development. The possibility of extending the Manor Farm site to the east, such that it links to the A343, has been considered in the past, but the clear view now is that this is not supported given sensitivities most notably in respect of the historic environment, particularly in terms of Knights Enham (where there is a Grade 1 parish church), but also noting Hungerford Lane, which is a Roman Road and important bridleway.
- Picket Piece / Picket Twenty area – there are several sites available and shortlisted (Section 5.3) that would further extend recently delivered new communities. However, none would deliver significant benefits beyond new homes, distance to the town centre is an issue, maintaining a buffer to Harewood Forest is a reasonable objective, and there is a case for allowing these new communities to ‘bed in’ recalling potential new growth locations discussed above at Picket Piece and Bere Hill (SE Andover). The developments to date have been strongly ‘landscape led’, seeking to ensure that Andover remains contained within the valley of the River Anton and, as part of this, there is a clear case for retaining the raised sector of land between Picket Piece and Picket Twenty as countryside acknowledging that, whilst Bere Hill is now a clear option for growth despite being raised land, it benefits from containment north of the A303.

A map showing the varying topography surrounding Andover is available [here](#). In particular, note the raised wooded landscape adjacent to the east of the town, which serves as a watershed between the valleys of the Rivers Anton and Test.

- 5.4.26. In **conclusion**, there is a clear case for exploring growth scenarios for Andover, as the Borough's largest town and, on the basis of this discussion, two scenarios emerge:
- Scenario 1 – **4,075 homes** from the three allocations from 2024, one new strategic urban extension and three modest new urban extensions.
  - Scenario 2 – Scenario 1 plus SW Andover to deliver ~ **6,075 homes** in total.
- 5.4.27. It is then very difficult to envisage other growth scenarios that might be argued to be reasonable, although attention potentially focuses on scenarios involving non-allocation of west of Andover and/or Land East of Hatherden Road (recalling that Finkley Down Farm will deliver a secondary school, and East of Smannell Lane is a logical site on the assumption that it comes forward alongside Finkley Down Farm). Both of these sites are subject to issues/constraints (perhaps East of Hatherden Road more so than West of Andover), but there is also a need to recall the strategic context of stretching LHN and a need to ensure a robust housing land supply involving a good mix of sites to include smaller / medium sized sites able to deliver early and with lower delivery risk. Not allocating one or both of these sites would add to pressure for growth elsewhere, whether that be at Romsey or settlements lower down the settlement hierarchy.
- 5.4.28. Finally, in respect of Andover, there is a need for ongoing consideration of long-term growth strategy aimed at avoiding issues and realising opportunities, and particularly accounting for: the National Landscape to the north and the (associated) raised wooded landscape to the east; the A303 as a defensible boundary to the south, with the sensitive Pillhill Brook corridor beyond; limited strategic road connectivity to the north (also noting the suggestion of a possible new train station); the network of villages and historic environment assets to the north (see discussion of Enham Alamein); and growth locations to the west (see discussion of Ludgershall, Weyhill and Grateley).

## Ludgershall

- 5.4.29. Ludgershall is located in Wiltshire, but there is now an opportunity to expand the town into Test Valley. The Submission Wiltshire Local Plan introduces the town as follows:
- “Tidworth and Ludgershall are defined as a Market Town and functionally linked. At present, they are heavily influenced by the military presence. This provides potentially unique economic opportunities capitalising on the connection. Ludgershall is relatively unconstrained. The Plan therefore proposes a scale of growth that would increase the civilian population of the town and lead to a more diverse community, which would in turn support a wider range of local facilities and a stronger retail offer.*
- More significant growth at Ludgershall, including a modest supplement to the existing supply of land for employment, will provide a greater share of housing and employment needs within the Salisbury Area than in the past, when compared to the other settlements. This strategy is not a long term substitute to the shortfalls that will arise from constraints at both Salisbury and Amesbury... In view of the severely constrained nature of the Salisbury Area, the Plan proposes, an area of search, that could potentially lead to the formation of a new community.”*
- 5.4.30. In short, the Wiltshire Local Plan proposes a high growth strategy recognising that there is limited constraint and a clear growth opportunity, and also noting proximity to Salisbury, which is highly constrained (N.B. Andover is a similar distance to Salisbury).
- 5.4.31. Specifically, the Wiltshire Local Plan proposes a 1,220 home strategic urban extension to the southeast (also 10.7 ha of employment land), which is also expected to deliver a local centre (although there is no requirement for a primary school). The plan explains:

*“The Plan proposes growth at Tidworth and Ludgershall that will help to broaden the economic base and role of the settlements, which together are heavily influenced by the military presence. Broadening their role hinges over the longer term on delivery of a wider range of local services and facilities as the community grows and diversifies. The main area for development will be expansion to the south east of Ludgershall which will include some additional facilities and improvements to local retailing and services. It will also facilitate a new road access to the town from the east, which is being co-ordinated with neighbouring local authorities.”*

- 5.4.32. The Wiltshire Local Plan recognises the possibility of the strategic urban extension extending further into Test Valley, stating: *“Any future need to further expand the town into Test Valley will be the subject of review in future development plans.”*
- 5.4.33. However, there is a clear need to ensure entirely coordinated growth (i.e. unhindered by administrative boundaries), with a view to avoiding issues and realising opportunities.
- 5.4.34. In 2024 the Draft Test Valley Local Plan proposed two adjacent allocations to the east / southeast of Ludgershall for a total of 1,500 homes, which would relate very closely to the proposed Wiltshire Local Plan allocation (one would extend it).
- 5.4.35. At the current time this proposal is broadly unchanged, although the proposal is to extend the larger of the two Test Valley sites to include an additional parcel of land for around 200 homes with a view to ensuring a comprehensive scheme.
- 5.4.36. Specifically, the latest situation in respect of the two sites is as follows:
- South East Ludgershall (1,363 homes) – would extend the Wiltshire Local Plan allocation and importantly would deliver a primary school. In 2024 the proposal was for 1,150 homes, but now the proposal is to extend the site (as discussed) and there is also an important new requirement to make provision for a 2fe primary school within a 2 ha site (previously the requirement was for a 1fe school). Amongst other things, there will be a need to consider whether the primary school should come forward as part of the local centre at a central location within the combined site, blind to administrative boundaries (also recalling that this is also a county boundary).
- The current Test Valley plan document also notably explains:
- “Ongoing discussions will be required to assess where additional community facilities and school provision are required in the context of existing facilities and cumulative growth in the area. The location of these services needs to be a key consideration, in terms of maximising accessibility... minimising the need to use a car.”*
- East of Ludgershall (350 homes) – is located to the north of the A342 (Andover Road). It will extend what is already a linear settlement further to the east and is also highly notable for abutting the North Wessex Downs National Landscape (NL) to the north, although high points in the NL are some distance away. The site is not expected to deliver any significant new community infrastructure but will need to take careful account of the NL constraint as part of masterplanning and design, and there is also a policy emphasis on: *“integration with existing pedestrian, cycleways and public transport connections to Ludgershall centre and Andover.”*

- 5.4.37. These two Test Valley allocations plus the Wiltshire allocation would combine to deliver 2,930 homes in total, which represents a high growth strategy for what is a small town. However, both of the Test Valley allocations are strongly supported, including in light of consultation, such that there is no reasonable need to formally test scenarios involving non-allocation of one or both of the sites. The key point is that further consideration must be given to well-masterplanned growth balancing policy requirements and development viability (e.g. noting costs due to the Salisbury Plan SAC recreation zone).
- 5.4.38. With regards to omission sites, there are none within Test Valley and, in any case, there is a need to recognise that any further growth might well deliver beyond the plan period.

- 5.4.39. Finally, in respect of Ludgershall, it is important to note in-combination effects with growth at Weyhill (discussed below) and Andover including West of Andover (discussed above). The current plan consultation document explains:

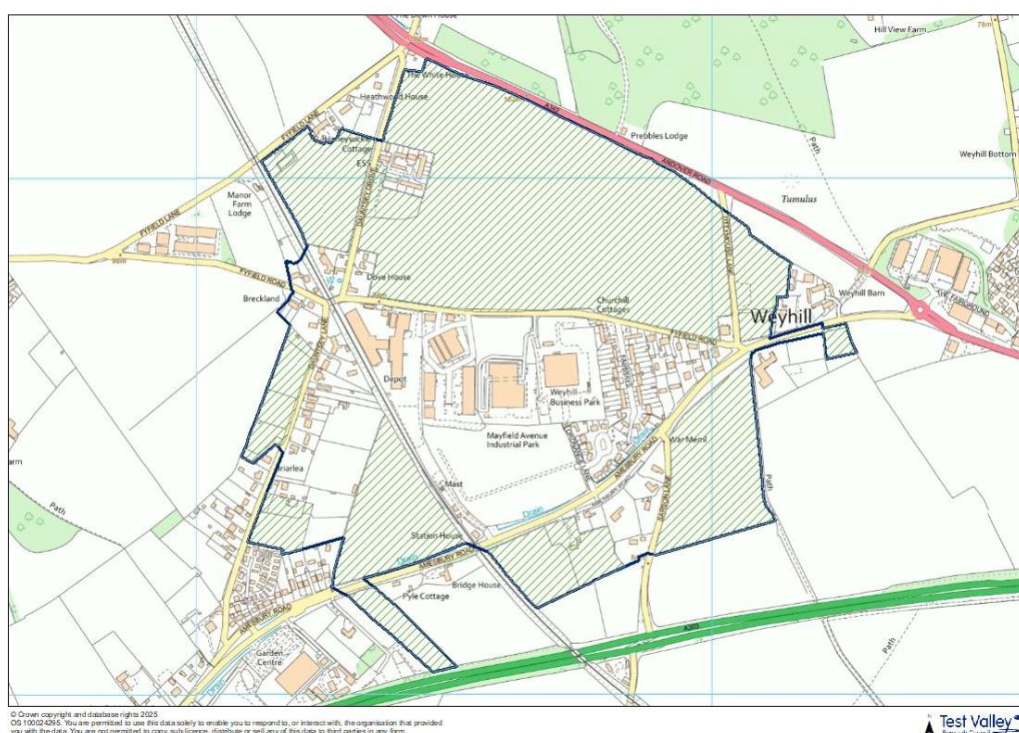
*“Proposed sites at Ludgershall, Weyhill and Penton Corner West of Andover are likely to result in an increase in traffic along the A342 corridor. The A342 is served by a frequent bus route, Activ8, running between Salisbury and Andover... connecting bus users with Andover town centre and the railway station. There is also an off-road cycle path from Weyhill to Andover. Further consideration needs to be given to the cumulative impact of additional development along this corridor to ensure opportunities for sustainable movement are provided through the enhancement of active travel infrastructure. This will inform the final draft Local Plan (Regulation 19 stage).”*

- 5.4.40. In **conclusion**, there is a strong case to suggest one reasonable growth scenario for Ludgershall at the current time, namely two sites to deliver **1,713 homes** in total. See further discussion of sub-area growth scenarios under the ‘conclusions’ heading below.

## Weyhill

- 5.4.41. Weyhill warrants stand-alone consideration because of limited constraints, reasonably good links to Andover and a significant strategic growth opportunity.
- 5.4.42. The village is currently notably dispersed, and it is in the west of the area where there is an opportunity to consolidate the built form and deliver a village hub.
- 5.4.43. Within this western area residential areas are currently dispersed around Mayfield Avenue Industrial Park, and the primary opportunity for growth is within the sector of land between the Industrial Park and the A342. In addition, there is a case for growth to the south of the industrial park, including to the west of the railway, with a view to achieving a critical mass to deliver infrastructure benefits including a primary school.
- 5.4.44. Specifically, the emerging proposed approach – which is a new proposal since 2024 – is to support 1,034 homes in total across 11 distinct sites. Taking a comprehensive approach is strongly supported, but there is an acknowledged need for further detailed work on masterplanning accounting for land equalisation, e.g. ensuring that the landowner delivering the primary school is compensated by others.

Figure 5.4: Weyhill strategic growth option



- 5.4.45. In **conclusion**, on balance there is one reasonable growth scenario for Weyhill at the current time, namely strategic growth to deliver **1,034 homes**. See further discussion of sub-area growth scenarios under the 'conclusions' heading below.

### Enham Alamein

- 5.4.46. Enham Alamein is a Tier 3 village that warrants stand-alone consideration given a degree of locational opportunity relating to limited constraint and good links to Andover. Also, the possibility of delivering community infrastructure to the benefit of the village can be envisaged, including noting the village primary school is located at Smannell.
- 5.4.47. Furthermore, the main landowner is a housing association focused on delivering affordable housing (the Aster Group, who merged with the Enham Trust in 2022), which leads to a clear opportunity. Work is ongoing by the landowner to explore the possibility of strategic growth, but this is at an early stage and, this being the case, there is currently limited certainty regarding the potential for strategic growth to come forward in a way that avoids/addresses issues – perhaps most notably in terms of access and transport connectivity – and realises the growth opportunity in full.
- 5.4.48. In short, there is not currently considered to be a clear strategic growth opportunity to explore further in detail (unlike at Weyhill), but this is a matter for ongoing consideration, including noting the discussion above regarding land north and northeast of Andover.
- 5.4.49. In turn, attention focuses on the possibility of modest growth commensurate with the position of Enham Alamein in the settlement hierarchy, and in the context of the discussion in Section 5.2 regarding increased strategic case for allocations at villages.
- 5.4.50. In this context, there is considered to be a single strongly performing option:
- West of Newbury Road, Enham Alamein (100 homes) – has previously been used to grow Christmas trees and also comprises an area of woodland to the north that includes Priority Habitat. There is an existing vehicular access into the site from the A343 (although it intersects woodland) and the village shop is in close proximity. Also, development should allow for an active travel access point along the southern boundary of the site to enable the site to link up with the development to the south, and an existing shared use route into Andover via Montgomery Road. The site gives rise to relatively limited NL concerns and is well contained by a mature field boundary.
- 5.4.51. Remaining site options are located to the east of the village, and a key issue is challenging access to the A343 corridor, plus this is the direction of the NL. Several site options would seemingly require access from Kings Road, but this is a narrow lane, and the option best-related to the village (west of Kings Road) comprises land that was formerly part of the landscaped grounds of Enham Place. Whilst the possibility of strategic growth delivering new access / transport connectivity improvements has been considered, there is no clear solution at the current time, as discussed.
- 5.4.52. In **conclusion**, on balance there is one reasonable growth scenario for Enham Alamein at the current time, namely one allocation for **100 homes**. See further discussion of sub-area growth scenarios under the 'conclusions' heading below.

### Grateley and Grateley Station / Palestine

- 5.4.53. Grateley along with Grateley Station / Palestine is a Tier 3 village that warrants stand-alone consideration given a degree of locational opportunity relating to a train station with a roughly hourly service between Andover (6 minutes) and Salisbury (12 minutes).
- 5.4.54. Specifically, whilst Grateley is a small historic village, with the entire village designated as a conservation area, there is potentially a strategic growth opportunity to the west in the vicinity of Grateley station and the associated hamlet of Palestine, which comprises sporadic low density 20<sup>th</sup> Century development.

- 5.4.55. More specifically, there is potentially the option of strategic growth to transform Palestine into a village that links closely to Grateley (separated by the railway; the potential to avoid impacts to Grateley and its conservation area can be envisaged).
- 5.4.56. This is clearly an option that warrants further detailed consideration at the current time, given the strategic context (Section 5.2) and because it is potentially the only option in the Borough to deliver strategic growth within walking distance of a train station.
- 5.4.57. However, there are clear challenges, most notably relating to a very rural location and land ownership issues. In respect of the latter issue, one of the largest landowners has withdrawn their site from the plan-making process and this comprises a significant amount of land (to the east, closest to Grateley). However, the possibility of strategic scale growth within the western area (closest to Grateley Station) still warrants consideration. Also, land ownership issues can potentially be resolved.
- 5.4.58. Overall there is a clear need to explore the option of strategic growth and, whilst what would involve in detail is highly uncertain, it is fair to assume: A) growth would be of a scale to deliver at least a primary school; and B) development would only commence late in the plan period. On balance 1,500 homes in the plan period is assumed, but this is highly uncertain with the possibility of limited if any growth in the plan period.
- 5.4.59. Beyond the option of strategic scale growth, there is also the possibility of modest growth commensurate with the position of the Grateley / Grateley Station / Palestine in the settlement hierarchy, and in the context of the discussion in Section 5.2.
- 5.4.60. There are a number of site options in contention at Grateley Station / Palestine (none at Grateley) and attention focuses on those in closest proximity to the train station. In particular, the strongest performing option is considered to be:
- Streetway Road, Grateley Station and Palestine (80 homes) – the site benefits from excellent proximity to the train station, and also relatively good highways access. However, there is a degree of landscape sensitivity (long distance views across an expansive chalk influenced landscape) and a constraint to growth at Grateley Station / Palestine is the inability to walk to the primary school at Grateley.
- 5.4.61. There are several other sites in good proximity to the station (an important criterion from a transport/accessibility perspective, but also with a view to ensuring that Grateley Station / Palestine develops are more compact built form), but highways access appears challenging at certain sites, noting the rural nature of the local road network.
- 5.4.62. Ultimately, it is not possible to pinpoint an alternative or ‘next port of call’ site option for delivering modest growth, but it is recognised that there is a case for alternatively supporting a smaller site option, given the primary school issue (and maintaining the school roll is not known to be a particular issue, i.e. argument in favour of higher growth) and notwithstanding the major benefit of focusing growth at a train station.
- 5.4.63. Another factor is the risk of piecemeal growth coming forward that precludes or hinders future consideration of potential strategic growth options.
- 5.4.64. In **conclusion**, two growth scenarios are taken forward on balance:
- Scenario 1 – one allocation for **80 homes**
  - Scenario 2 – strategic growth to include **~1,500 homes** in the plan period.<sup>9</sup>
- 5.4.65. See further discussion of sub-area growth scenarios under the ‘conclusions’ heading.

<sup>9</sup> The site for 80 homes would be included. It could feasibly be delivered at a higher density.



## Romsey

- 5.4.66. Romsey is a historic market town and the other Tier 1 settlement within the Borough, alongside Andover. There is an important historic core at the western extent of the town, strongly associated with the eastern edge of the River Test corridor, and then the town has expanded to the east over the decades. This has mostly been along low lying land associated with the river valley (also the valley of its tributary to the east, known as Tadburn Lake), but more recent growth has expanded the town onto rising land.
- 5.4.67. Recent expansion has been to the northeast and has been somewhat piecemeal. Also, this northeast extent of the town is not an ideal location for growth in transport / accessibility terms. However, there is now an opportunity to ensure a strategic approach to expansion in this area, potentially taking the town as far as woodlands and Jermyns Lane / Sandy Lane and then seeking to resist further northwards sprawl along the Test Valley. Finally, there is an allocated strategic urban extension to the south of the town known as Whitenap (discussed above), where there is a current planning application. This is a challenging site in some regards, but there is a transport / accessibility case for growth here, plus the proposal is to deliver a good range of new community infrastructure alongside 1,100 homes, including a primary school.
- 5.4.68. Beginning with urban allocations, none were proposed in 2024 and that remains the case at the current time, with the situation similar Andover (see discussion above).
- 5.4.69. With regards to greenfield allocations, the first port of call are those sites previously proposed for allocation within the Draft Local Plan 2024 (as per discussion above).
- 5.4.70. The allocations from 2024 are as follows:
- South of Ganger Farm, Romsey (340 homes) – this is a challenging site as it will continue the piecemeal expansion of the town to the southeast, accessibility / connectivity is not ideal and there is extensive onsite and adjacent biodiversity constraint. However, there is a resolution to grant outline planning permission for a development of 309 homes on the eastern part of the site, subject to further liaison with Natural England and Hampshire County Council and a s106 legal agreement. The Officers Report for the application discusses a range of scheme positives.
- Figure 5.5 is taken from the current planning application and shows that the intention is for the site to deliver as 'phase 2' of the recently delivered scheme to the north, with road access via that scheme. The figure also helpfully highlights adjacent biodiversity constraints, and also the possible challenge associated with delivering road access via Ganger Farm Lane, with the application suggesting this as a walking/cycling link only.
- Land South of the Bypass, Romsey (110 homes) – benefits from very good proximity to the town centre. There are adjacent constraints in the form of flood risk and a Grade 2\* Registered Park and Garden, but overall this site is strongly supported.
- 5.4.71. The combined capacity of these two sites is 450 homes, plus there is significant committed growth. This is feasibly a reasonable low growth scenario; however, given the strategic context, there is judged to be a clear need for higher growth.
- 5.4.72. There are several sites that come into contention (see Section 5.3), but a reasonable first port of call (in light of Section 5.2) is potential strategic urban extension options and, in this regard, attention focuses on the two omission sites from 2024 that were explored in detail through the appraisal of RA growth scenarios at that time:
- Halterworth, Romsey (1,070 homes) – a key point to note is that this 1,070 homes figure includes 270 homes with planning permission following a recent appeal (24/00174/OUTS). It is unfortunate that this somewhat limits the potential for comprehensive planning for the whole site, although the committed scheme does, importantly, include land for a potential expansion of Halterworth Primary School, which is adjacent to the west. Figure 5.5 shows the location of the permitted site.

A key issue is significant erosion of the designated local gap to North Baddesley, and this was an issue/impact given weight as part of the recently allowed appeal.

However, a 1,070 home expansion would take the urban extension as far as Highwood Lane, which should have good potential to act as a defensible boundary (thereby limited risk of ongoing sprawl towards North Baddesley) with the proposed public green space adding to this and the site performs relatively well in transport/accessibility terms, including good links to Southampton. Finally, the site can likely deliver a new Suitable Alternative Natural Greenspace (SANG).

- Brentry Nursery, Romsey (245 homes) – is located to the northeast of Romsey (see discussion above) and is a challenging site for a number of reasons: A) distance to the town centre, recognising that the site would not directly abut the urban edge (the recent Ganger Farm development) and access would be from Jermyns Lane to the north; B) onsite horticultural uses that will need to be *“removed and consolidated within new offices and buildings elsewhere at Hillier Nurseries, aligned with their future business needs”* (although the corollary is making use of a site with existing built form, plus the site benefits from being well-screened); and C) adjacent biodiversity and historic environment constraints, including a Grade II Registered Park and Garden.

On the other hand, there is support for this site in that it will potentially serve to ‘complete’ the expansion of Romsey in this direction, noting that the site is bounded: to the west by the recently delivered sports hub; to the north by the Registered Park and Garden and Jermyns Lane; to the east by an area of lakes and woodland that, whilst not locally designated as a LWS, has clear value (including as a link between important woodlands to the north and south; also see historic mapping); and to the south by the aforementioned nursery, which is set to be consolidated / intensified.

5.4.73. Clearly both of the above sites are challenging when viewed in isolation, but given the strategic context (Section 5.2) there is a clear case for allocation.

5.4.74. The above four sites will deliver 1,765, which is potentially a reasonable growth scenario; however, there is also one further site that is judged to perform strongly:

- Land North of Highwood Lane, East Romsey (100 homes) – is located adjacent to the north of the ‘Halterworth’ site discussed above and is a logical allocation on the assumption that Halterworth is allocated. The site is overall subject to limited constraint, noting that the site boundary does not include the Tadburn Lake watercourse corridor / flood zone to the north, and, in turn, there will be a greenspace buffer to the railway line (noting that the land slopes towards the watercourse / railway corridor such that noise pollution is a likely issue). Consideration might be given to enhancements to the Tadburn Lake corridor, including in accessibility terms.

5.4.75. This brings total supply from allocations to 1,865 homes, which is a reasonable growth scenario, and then the final questions are in respect of:

- Lower growth – on balance there is not considered to be a reasonable lower growth scenario given the strategic context, namely: A) the stretching nature of LHN (78% increase from 2024); B) the importance of supporting growth in the south of the Borough in proximity to locations likely to generate unmet need; and C) the fact that lower growth at Romsey would increase pressure for growth at lower tier settlements.
- Higher growth – there are few further site options realistically in contention for allocation, on the basis of the Officer-led work discussed in Section 5.3. Attention focuses on a site being promoted for 300 homes to the north of Sandy Lane but there is a clear need to apply caution in respect of piecemeal development creep / sprawl in this area (as discussed), including noting that a large area of land further to the north (Fairbournes Farm) has been made available as a possible new settlement.

5.4.76. In **conclusion**, on balance there is one reasonable growth scenario for Romsey at the current time, namely five allocations for **1,865 homes**. See further discussion of sub-area growth scenarios under the ‘conclusions’ heading below.

Figure 5.4: Concept plan from the current application for the east part of South of Ganger Farm

#### LAND USE

- The site is to deliver approximately 309 dwellings.
- A range of green open space will be provided and will include play areas, informal green spaces, allotments and SuDS.



Figure 5.5: Location of the permitted Halterworth site (from the planning application)



## North Baddesley

- 5.4.77. North Baddesley is the first of four Tier 2 settlements for discussion in the south of the Borough. The village developed as a new settlement in the 20<sup>th</sup> Century (see [historic mapping](#)) and, in turn, has a notably compact built form, but there is little in the way of a village centre. There has been very limited growth over recent decades, although a site to the southwest is now under construction for 300 homes.
- 5.4.78. In 2024 the proposal was not to direct any allocations to the village, but there is now a clear case for allocation given the new strategic context, as discussed.
- 5.4.79. In this regard there is a preferable option, which was previously one of the omission sites explored in detail as a variable across the RA growth scenarios in 2024:
- Packridge Farm, North Baddesley (180 homes) – is considered to perform strongly, including as the proposal is to deliver a large area of accessible greenspace to the south of the site. This will be a valuable community resource and also greatly reduces concerns regarding the village expanding south towards Toothill, which is a prominent hill associated with an ancient hillfort scheduled monument. It is noted that Toothill is not currently accessible, and so this could be an opportunity to explore.
- 5.4.80. There are then not considered to be any further realistic options. The aforementioned proposed area of greenspace to the south of Packridge Farm has previously been considered for development, but the land is available for greenspace, and this use of the land is strongly supported. The only other site option of note is then located at the northeast edge of the village, and whilst benefiting from a location adjacent to the village primary school, the majority of the site is a LWS, with the unconstrained part of the site very modest in scale and not well-related to the settlement edge.
- 5.4.81. In **conclusion**, there is one reasonable growth scenario for Romsey at the current time, namely one allocation for **180 homes**. See further discussion of sub-area growth scenarios under the 'conclusions' heading below.

## Valley Park (edge of Chandler's Ford)

- 5.4.82. Chandler's Ford is located in Eastleigh Borough and developed in the early 20<sup>th</sup> Century followed by Valley Park in Test Valley Borough between the 1980s and the 2000s, which is now a Tier 2 settlement. Valley Park was developed under the South Hampshire Structure Plan and is a good example of strategic planning for growth, with new homes having come forward alongside strategic infrastructure including green infrastructure in the form of Valley Park Woodlands Local Nature Reserve (a network covering c.40 ha).
- 5.4.83. There is a clear strategic case for growth in this area given links to Eastleigh and Southampton and, in 2024, the proposal was to allocate one site:<sup>10</sup>
- Velmore Farm (1,070 homes) – was the one proposed allocation explored as a variable across the RA growth scenarios in 2024, but is now considered to perform strongly overall, including having accounted for consultation responses received. It forms a logical extension, taking the settlement edge to a natural extent in the form LWS woodlands and rising land, and has good access onto / links via a modern road namely Templars Way. Valley Park local centre is nearby, and a train station is within easy cycling distance, plus a key benefit is the potential to deliver ~1.5ha of employment land (noting adjacent Hampshire Corporate Park). Also, there is the potential to deliver a local centre or community hub onsite, and this could include a primary school subject to ongoing technical work with the County Council. Finally, the scheme would deliver a significant area of greenspace at the southwest extent of the site, including to buffer to LWS woodlands and ensure good containment.

<sup>10</sup> Also, Ampfield Meadows was allocated in 2024 for 44 units of extra care accommodation and remains supported/allocated.

5.4.84. At the current time the strategic context dictates a need to consider higher growth scenarios, and, in this regard, there is a clear preferable option for additional allocation:

- Land at Flexford Road, Chandlers Ford (200 homes) – is not as well located as Velmore Farm in transport/accessibility terms but still performs relatively well in this regard when viewed in the borough-wide context (albeit there is a recognition that capacity on the local highways network required further detailed analysis).

A challenge with this site is determining the appropriate scale of growth, accounting for land availability alongside a range of factors including a SSSI to the north (north of the railway) and a need to secure a comprehensive scheme that maximises infrastructure benefits and secures a defensible / suitably well-rounded urban edge.

5.4.85. These two sites in combination will deliver 1,270 homes, which is a reasonable growth scenario, although there is a need to remain open to the possibility of higher growth, including recalling the issue of unmet need from Southampton.

5.4.86. Aside from the possibility of higher growth at Flexford Road, there are a number of other site options that are available, and which could potentially be considered to deliver higher growth. However, these are all judged to perform poorly. All would extend Valley Park to the west beyond what might otherwise be said to be its natural limits, particularly accounting for the important network of woodlands in this area and would erode the gap to North Baddesley leading to a risk of coalescence in the long term.

5.4.87. In **conclusion**, on balance there is one reasonable growth scenario for Valley Park at the current time, namely two allocations for **1,314 homes**. See further discussion of sub-area growth scenarios under the 'conclusions' heading below.

### **M27 corridor**

5.4.88. There are two Tier 2 settlements here, namely Nursling / Rownhams and Chilworth, but there is also a need to consider land to the north of the M271 junction at the western extent of this area, and also the southern edge of Eastleigh at the eastern extent.

5.4.89. Beginning with **Nursling / Rownhams**, there is a strategic case for growth here given a strong spatial relationship with Southampton. However, it is important to note that there has been recent development to the south, and a site to the east is under construction.

5.4.90. In 2024 the proposal was for a single allocation, namely:

- Land at Upton Lane (80 homes) – is located to the north of the M27 but is subject to limited constraint and is a logical location for growth given: the Upton Crescent residential area to the east; historic lanes and the small hamlet of Upton to the west and a proposed employment site to the north (discussed below).

5.4.91. At the current time there is a need to consider higher growth given the strategic context and the clear preferred option is:

- Fields Farm, East Rownhams (100 homes) – has a degree of sensitivity on account of adjacent LWS woodlands and noting a fairly high density of mature/historic field boundaries, including TPOs. It would ideally have been planned for in conjunction with the site under construction adjacent to the north, which gained permission at appeal for 300 homes in 2014. However, the site is otherwise subject to limited constraint and performs well in transport/accessibility terms. A final consideration is land adjacent to the south within Southampton City Council's area, which might be considered in-combination with the site (open space might be considered).

5.4.92. These two sites in combination will deliver 180 homes, and there is certainly a need to remain open to the possibility of higher growth, given the strategic context.

- 5.4.93. In this regard there is only one site option realistically in contention to deliver significant additional growth, namely land located to the east of the aforementioned site under construction. However, this site is judged to perform poorly, including because of: A) a concern regarding attaining highways access via the site under construction; and B) a further consideration is a significant surface water flood risk channel through the site.
- 5.4.94. The site is not taken forward to the RA growth scenarios on this basis. However, it is recognised that further consideration will need to be given to this land and also adjacent land to the north (not known to be available) as this is one of very few remaining areas of agricultural land to the south of the M27 around Southampton. The possibility of comprehensive growth to include a new strategic access and green/blue infrastructure linked to Lord's Wood and Tanners Brook might be considered.
- 5.4.95. Moving on to **Chilworth**, as the final Tier 2 settlement in this area, this is a distinct village located to the north of the M27, and with very limited growth opportunity given the extent of woodlands, plus nearby Velmore Farm (within the parish) reduces the case for growth. No allocations were proposed in 2024 and there is only one small site option at the current time, which is very closely associated with the conservation area. It could potentially be considered for a modest number of homes, but need not be considered further here, for the purposes of defining RA growth scenarios.
- 5.4.96. Briefly, with regards to the **southern edge of Eastleigh**, there has been recent development here but there is now very limited undeveloped land outside of woodland and community / recreation facilities including Stoneham Golf Course, which comprises former parkland and is a designated LWS. There is one available site option that is poorly located for residential, but which should be given ongoing consideration with a view to making best use of the land, given its location on the edge of Southampton.
- 5.4.97. Finally, with regards to land at the **western extent of the M27 corridor** within Test Valley (east of the River Test), there is a need to consider the possibility of a new settlement to the north of the M27/M271 junction, known as Grove Farm. This is considered to be the only realistic new settlement option in the south of the Borough (the only other promoted site is north of Romsey but performs notably poorly including in respect of transport connectivity) but overall is not considered to warrant being taken forward to the RA growth scenarios, despite the strategic context namely the need to explore options for maximising growth at locations well-linked to Southampton. Specifically, a Grove Farm new settlement would be located north of the M27, west of the railway, south of Lee Drove and east of the A3057; however, issues are:
- Poor connectivity to Nursling – given the M271, the M271/A3057 junction, the new proposed Upton Lane employment allocation (mentioned above and discussed further below; it is difficult to envisage how this could alternatively deliver residential, linking to a new settlement north of the M271); and the lack of a footway along the A3057. A related consideration is the shared road corridor with Whitenap site at Romsey
  - Inability to achieve a critical mass – once account is taken of onsite and adjacent constraints, including a significant flood risk zone, a LWS woodland, another small woodland close to a large LWS woodland to the east, and onsite field boundaries.
  - Historic environment constraint to the south – albeit this is a retirement community, such that the possibility of expanding the community could be considered.
  - The River Test corridor to the west – noting that the aforementioned flood risk zone is associated with a small unnamed tributary of the River Test.
  - The lack of any realistic potential for a new train station.
  - Limited work by the landowner given the work required to develop a new settlement concept, albeit there is understood to be a single landowner which is a benefit (also the landowner of the Upton lane site(s) discussed above).
- 5.4.98. In **conclusion**, on balance there is one reasonable growth scenario for the M27 corridor sub-area at the current time, namely two allocations for **180 homes**. See further discussion of sub-area growth scenarios under the 'conclusions' heading below.

## Stockbridge

- 5.4.99. Stockbridge is a small Tier 2 village in the centre of Test Valley. It is a historic village and a popular visitor gateway to the River Test (Stockbridge is home to the oldest fishing club in England). The entire village is designated as a conservation area and, accordingly, the village has seen limited housing growth over many decades. There is thought to be a need for new homes to meet local needs and support village vitality.
- 5.4.100. No allocations were proposed in 2024, but there is now increased pressure to consider allocations in the rural area, as discussed. Furthermore (and, indeed, more importantly) there is now understood to be a reasonable site option for consideration, namely:
- Land adjacent to Danebury School, Stockbridge (100 homes) – this is a complex site where there are ongoing detailed discussions with the landowner and stakeholder / partner organisations regarding what could be achieved, but, at the current time, there is sufficient certainty to propose an allocation for 100 homes. Specifically, the proposal is to deliver new homes in the north of the site, including on land currently used as school sports fields (Danbury School, which is a secondary school serving an extensive rural area), and then to deliver replacement sports pitches in the south of the site. However, issues are around: historic environment impacts with the eastern parcel proposed for new homes (east of the school) intersecting the conservation area; access to the northwestern parcel proposed for homes (west of the school) as this is an important bridleway; replacing the sports pitches to the south as this is sloping land; ensuring that the sports pitches act as a defensible boundary, i.e. there is no risk of future sub-optimal sprawl; and sensitivities associated with the River Test, as this stretch of the river is providing compensation measures for the River Itchen SAC.
- Overall, this site is clearly challenging but there is a strong desire to deliver homes at Stockbridge if possible. It will be a focus of ongoing scrutiny but, for the current purposes, can reasonably be progressed to the RA growth scenarios as a 'constant'.
- 5.4.101. In **conclusion**, on balance there is one reasonable growth scenario for Stockbridge at the current time, namely one allocation for **100 homes**. See further discussion of sub-area growth scenarios under the 'conclusions' heading below.

## Tier 3 villages

- 5.4.102. On the basis of the discussion above there is potential for at least 10,597 homes from Tier 1 and Tier 2 settlements and the three Tier 3 villages already discussed, namely Enham Alamein, Weyhill and Grateley Station / Palestine. Furthermore, there is the possibility of higher growth at Andover and/or Grateley Station / Palestine.
- 5.4.103. As such, it is possible that the ~12,000 home target supply figure from allocations discussed above (at the start of this current sub-section) could be exceeded without additional allocations at villages.
- 5.4.104. However, on the other hand, there are a range of arguments to be made for exploring the possibility of further Tier 3 village allocations (i.e. over-and-above allocations at the three villages already discussed). These arguments relate to:
- Boosting overall supply recalling: A) the clear case for testing the possibility of a housing requirement set above LHN; B) the need for a robust supply, i.e. one that ensures the housing requirement can be delivered year-on-year; and C) the possibility that some of identified 'non-village' supply could fall away prior to plan finalisation (for example, the challenging site at Stockbridge, discussed above).
  - A balanced supply portfolio to include small sites at villages able to deliver early – avoiding the need for a stepped housing requirement – and with low delivery risk.
  - The case for growth at villages, relating to rural housing needs, supporting village services / facilities / vitality and the rural economy, supporting SME housebuilders and delivering sites with strong development viability able to deliver on policy asks including a high proportion of affordable housing.



- 5.4.105. Overall, there is a strong strategic case to be made for considering the possibility of allocation across the Tier 3 villages and, in practice, TVBC officers have undertaken a major exercise to consider available village site options since 2024.
- 5.4.106. The outcome of this exercise is 11 proposed allocations to deliver 569 homes in total (to reiterate, this is in addition to allocations at three Tier 3 villages already discussed).
- 5.4.107. The villages in question are discussed in turn below in order of the quantum of growth proposed under the emerging proposed approach.

### **West Wellow**

- 5.4.108. West Wellow stands-out amongst the remaining Tier 3 villages for the following reasons:

- A large amount of land has been promoted as available for development
- Proximity to both New Forest District and Southampton, from where extensive unmet housing needs are likely to arise.
- Good access onto and reasonable connectivity via the A36.
- There is a notably dispersed built form, and the potential to consolidate this and deliver more of a nucleated village, potentially with a local centre, might be envisaged.
- Land to the east of the village falls within New Forest District, where it can be anticipated that there will be intense pressure to consider all feasible growth options, given the extent of LHN and also unmet housing need from Bournemouth.

- 5.4.109. However, an immediate consideration is the high degree of constraint posed by the adjacent National Park and adjacent/nearby internationally designated SAC/SPA. Also, no work has been undertaken to explore the possibility of strategic growth, and the reality is that this would be a major undertaking, for example with the need to deliver extensive Suitable Alternative Natural Greenspace (SANG).

- 5.4.110. Also, whilst three large sites have been promoted as available for development in the central part of the village, where the possibility of delivering a local centre linked to the primary school might feasibly be envisaged, in practice there are extensive biodiversity constraints in this area, noting the extent of priority habitat that clearly links to the adjacent National Park / SAC/SPA (see historic mapping) and also given an important stream corridor. Furthermore, strategic growth in combination with NFDC could mean a linear settlement stretching for more than 3km along the A36.

- 5.4.111. This being the case, attention focuses on a single modest allocation, and there is a clear preferred option namely:

- South of Romsey Road, West Wellow (100 homes) – this is a large allocation in the context of Tier 3 villages but is considered to perform strongly given limited onsite constraint, good containment, good highways access, proximity to the primary school and the village hall. Also, as a larger site, the possibility of delivering some modest community benefits could be explored, e.g. community or transport infrastructure.

There is, however, a degree of sensitivity given the adjacent stream corridor, including in landscape terms (informed by the Wellow Neighbourhood Plan). The potential for growth to deliver enhancements to the stream corridor could be considered, including recognising that: *“The site also falls within the recreational impact zone for the New Forest Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar site. Appropriate mitigation will need to be provided in accordance with Policy BIO2, including the provision of Suitable Alternative Natural Greenspace (SANG) – the starting point would be that it is delivered on site.”* There are strict criteria for SANG in terms of size, shape and what is onsite (essentially a high quality circular walking route) and so SANG delivery will be a key issue for further consideration.

- 5.4.112. Otherwise, attention potentially focuses on the other two sites in closest proximity to the primary school, but these are much more challenging sites in access terms.



## Thruxton

- 5.4.113. Thruxton is one of a series of villages to the west of Andover and is located less than 2km to west of Weyhill, which is proposed for strategic growth, as discussed above. There is good access to Andover via the A303, and there is extensive employment opportunity nearby, most notably Thruxton Aerodrome but also to the west of Andover.
- 5.4.114. There is a clear preferred option here, namely:
- North east of Thruxton (80 homes) – would extend a 20<sup>th</sup> century residential area and comprises only part of a wider arable field, i.e. would not draw upon field boundaries for containment leading to a risk of sub-optimal development creep. Furthermore, this is raised land above the Pillhill Brook stream corridor to the east, and a footpath passes through the centre of the site. However, there is overall limited onsite or adjacent constraint, it is distant from the historic core at the western edge of the village, the primary school is nearby as is the village recreation ground and there is good highways access (two access points). Wider land has been promoted as available, but careful consideration has been given to a configuration that relates well to the village edge and minimises impacts, including in landscape terms.
- 5.4.115. There is another site adjacent to the north that comprises a further part of the wider arable field, but if this were to be additionally allocated the resulting scheme would relate less well to the existing village edge and there would be added concern regarding future sub-optimal development creep, with resulting landscape and historic environment impacts including noting the Fyfield Conservation Area to the north. Also, there could be concerns in respect of an undue high growth strategy for a Tier 3 village.

## Chilbolton

- 5.4.116. Chilbolton is located to the south of Andover along the River Test, roughly equidistant between Andover and Stockbridge. The village is in two parts, with a historic core (conservation area) to the north, which links closely to the Wherhell Conservation Area on the opposite bank of the river, and then a 20<sup>th</sup> century housing area to the south. The village is overall quite rural, although there are links via the A3057.
- 5.4.117. There is a clear preferred option here, namely:
- North east of Drove Road, Chilbolton (65 homes) – would extend the 20<sup>th</sup> century housing area, and key context is as follows: *“Chilbolton Parish Council are seeking to deliver a housing scheme on this site, through establishing a Community Land Trust, to enable delivery of affordable and ‘downsize’ homes to meet local needs, as well as market housing. Multiple sites in and around the village were considered by the Parish Council, and this site was selected as the preferred option.”* There is very limited onsite or adjacent constraint (archaeology is likely) and there is good road access. However, a key issue is distance to the primary school, which is located at Wherell and would need to be reached by car. Also, whilst the site would draw upon an existing field boundary, this is a somewhat weak boundary (not shown on historic mapping) and adjacent parcels of land have been promoted as available for development, such that there could be a risk of future development creep.
- 5.4.118. Overall the site discussed above is strongly supported given the aspiration to deliver the site via a Community Land Trust, although it cannot be known for certain that this will be achievable. With regards to omission sites, attention focuses on those adjacent to the preferred option which, if additionally allocated, could deliver a comprehensive scheme making good use of strong field boundaries. However, there are clear landscape, historic environment and biodiversity constraints, access would be challenging, there is no clear strategic growth opportunity (e.g. a new or relocated primary school) and this would involve a high growth strategy for what is a rural and sensitive village.

### **Abbotts Ann**

- 5.4.119. Abbotts Ann is the western-most of a series of villages associated with the Pillhill Brook, a short distance to the south of Andover. The village conservation area is located adjacent to the Brook, and then there is more modern development to the south and east, including along the A343, which links to Andover and the A303.
- 5.4.120. There is a clear preferred option here, namely:
- Bulbery Field, Duck Street, Abbotts Ann (60 homes) – is considered to be a strongly performing site, as it is: well-contained; easily accessed in highways terms; subject to limited constraint (mature/historic field boundaries and an adjacent historic bridleway); adjacent to the primary school with the recreation ground nearby; and linked to the village centre (pub, church, village hall) by a footpath.
- 5.4.121. One alternative or additional site for consideration is located nearby at the southern edge of the village, adjacent to the primary school, but this is a small site that need not be considered further here. As a sole allocation it could be said to deliver an insufficient quantum of growth, recalling the strategic context in respect of housing needs etc, and given that Abbotts Ann benefits from good proximity to Andover.
- 5.4.122. Finally, there is the possibility of a high growth strategy for Abbotts Ann, involving the 'Bulbery Field' site discussed above alongside a larger site adjacent to the east (also potentially the nearby small site at the southern extent of the village). This would involve comprehensive growth that serves to effectively consolidate / round-off the built form. However, achieving good access could be an issue, the aforementioned historic bridleway passes through the centre of this land and there would be a need to buffer the conservation area to the north. Also, there is a need to recall the possibility of strategic growth between Andover and Abbotts Ann (NW Andover), with little reason to suggest the possibility of coordinated growth (e.g. aimed at delivering a secondary school, also enhancements to the river corridor, noting that it is currently mostly inaccessible).

### **Upper Clatford**

- 5.4.123. Upper Clatford is located to the east of Abbotts Ann, at the confluence of the Pillhill Brook and the River Anton and, like Abbotts Ann, benefits from close proximity to Andover. Access via the strategic road network is indirect but there is also a cycle route into Andover along a former railway. There is an extensive conservation area associated with the river confluence at the eastern extent of the village, and then 20<sup>th</sup> century development to the west – Anna Valley – ultimately connecting to the A343.
- 5.4.124. There is a clear preferred option here, namely:
- North of Red Rice Road, Upper Clatford (20 homes) – this is a small site subject to limited constraint, although it should be noted that there is no primary school at Upper Clatford / Anna Valley (but there is one in Goodworth Clatford to the south). The site forms part of a wider agricultural field, and there is a need to consider the possibility of supporting a larger comprehensive scheme; however, any such scheme would be at clear risk of impacting on the setting of nearby Bury Hill Camp Scheduled Monument.
- 5.4.125. There are several other site options at Upper Clatford, but all are clearly sequentially less preferable, particularly on account of the risk of impacts to the conservation area.

### **Goodworth Clatford**

- 5.4.126. Goodworth Clatford is located a short distance to the south of Upper Clatford. It is a small historic village closely associated with the River Anton, but benefits from a centrally located primary school and a village shop. There is an area of modern development to the west of the conservation area where attention focuses.
- 5.4.127. There is a clear preferred option here, namely:

- Land at Barrow Hill, Goodworth Clatford (40 homes) – this site has a resolution to grant planning permission for 40 homes. It is well-related to the village edge, particularly once account is taken of a recent small development adjacent to the west.

5.4.128. The other site option realistically in contention is located near adjacent to the north, but is a much larger site, and it is difficult to envisage a reasonable high growth scenario involving its allocation in addition to the preferred site option discussed above. One important issue is that the primary school is at capacity (discussed within the Officers Report for the aforementioned planning application; 24/01239/OUTN) and it is also likely that achieving suitable highways access would prove challenging. One possibility could feasibly be development within the western part of the site with the eastern part made available for community uses including a primary school extension.

### **Braishfield**

5.4.129. Braishfield is located to the north of Romsey and is notable for a dispersed built form that is almost entirely covered by a conservation area.

5.4.130. There is a clear preferred option here, namely:

- West of Braishfield Road, Braishfield (54 homes) – is located at the southern edge of the village adjacent to the primary school. There is good highways access, but a constraint is the adjacent conservation area (although it is noted that there are no listed buildings nearby and, indeed, only four Grade II listed buildings within the conservation area as a whole). Perhaps the key issue here is that the southern boundary of the site cuts across an agricultural field, and the remaining part of the field is available for development, as is the next field adjacent to the south. As such, there is a need to carefully consider the potential for a suitably comprehensive scheme that maximises infrastructure benefits, as opposed to a small scheme that comes under pressure for expansion in the future, with opportunities missed.

5.4.131. Other site options are clearly sequentially less preferable. However, and as discussed, there is a need to consider the possibility of higher growth to the south of the village, with a view to ensuring a comprehensive scheme that maximises community benefits. The possibility of a larger scheme to include public open space might be considered.

### **Broughton**

5.4.132. Broughton is also a historic village also associated with the Wallop Brook but closer to its confluence with the River Test. It is notably rural, and perhaps more so than Over Wallop / Middle Wallop given distance to the strategic road network. However, Broughton benefits from a GP surgery as well as a primary school and a village shop.

5.4.133. There is a clear preferred option here, namely:

- Land adjacent to Hyde Farm, Broughton (45 homes) – benefits from good containment, and will somewhat infill a gap in the development frontage along the main road through the village. However, the conservation area is adjacent, with listed buildings in proximity, and the primary school is located beyond easy walking distance, plus there is no footway linking to the school. There is also an adjacent footpath that forms part of an important local footpath network, given the Test Valley to the east and wooded downlands to the west. A long distance path passes through the village.

5.4.134. There are several other small site options, but all appear to be clearly sequentially less preferable, accounting for the conservation area and accessibility. There is a small site in close proximity to the primary school but as a sole allocation it could be said to deliver an insufficient quantum of growth, recalling the strategic context.

### **Lockerley**

5.4.135. Lockerley is a small and notably rural village, with Romsey the nearest higher order settlement at a distance of 10km via minor roads. There is notable environmental constraint given the River Dun, a series of commons and nearby Mottisfont Bats SAC.

5.4.136. There is a clear preferred option here, namely:

- West of Holbury Lane, Lockerley (50 homes) – the site is well-contained but is adjacent to the river corridor, which indicates a degree of sensitivity (the proposal is for “a suitable buffer between buildings and the riverbanks, for flood risk management benefits, biodiversity and water quality benefits”). Furthermore, the northern boundary is marked by the line of a former canal, including the site of a lock, which is an industrial archaeological landscape feature. A key issue is that the site is distant from the school, which is located at the opposite end of the village; however, on the other hand, there is good potential to cycle ~4km to the train station at West Dean.

5.4.137. There are then four further shortlisted sites, but two appear to perform relatively poorly, namely: one that is somewhat isolated and adjacent to the Parish Church (which is associated with a strong rural setting, albeit only Grade 2 listed); and another that whilst adjacent to the primary school is affected by flood risk. A third option is then a small site located at the southern extent of the village and not very well-connected or contained. The remaining site option may warrant further consideration, but it would risk growth across the entire sector of land between Lockerley and Butts Green, and there is no clear case for growth on this scale.

5.4.138. Moving forward, consideration might given to an ideal configuration of growth around the Butts Green part of the village, where the primary school is located, including with a view to realising benefits. However, flood risk is a significant issue and it is important to recall the proximity of Mottisfont Bats SAC and possible functional links.

### **Appleshaw**

5.4.139. Appleshaw is located between Andover and Ludgershall and can be said to form one of a cluster of villages in this area including Weyhill and Thruxton discussed above, although Appleshaw is notably located away from the strategic road network. It is a small village with a dispersed built form mostly covered by a conservation area.

5.4.140. There is a clear preferred option here, namely:

- South of Eastville Road, Appleshaw (35 homes) – is located adjacent to the village primary school, which is in an isolated position at the northeast extent of the village. The site forms part of a wider field, such that there is the possibility of considering a larger comprehensive scheme, but there is no clear strategic case for higher growth, and there are field trees that can be drawn upon to frame/bound the proposed scheme (relating to a series of former field boundaries; see [historic mapping](#)).

5.4.141. There are several other available site options, but all are sequentially less preferable, including the site at the southern extent of the village that is relatively isolated, includes flood risk and in close proximity to the conservation area.

### **Barton Stacey**

5.4.142. Barton Stacey is associated with a rural location along the River Dever, between Andover and Winchester. This is rolling countryside and there is a village centre conservation area along with an area of 20<sup>th</sup> century development to the east (somewhat incongruous) including a primary school.

5.4.143. There is a clear preferred option here, namely:

- Tennis Court Field, Barton Stacey (20 homes) – is well-contained and in proximity to the primary school. There are mature trees within and around the edge of the site, but the site is shown as forming part of a wider field on [historic mapping](#) (i.e. this is not a historic field, which would be suggestive of added hedgerow etc sensitivity).

5.4.144. There is an alternative site that could be considered (it would likely not be appropriate to allocate both sites), but this is a larger site that is less well-contained (the site includes and extends beyond historic field boundaries) in proximity to the conservation area and likely more sensitive in landscape terms noting topography and an adjacent footpath.

### Conclusion on Tier 3 villages

- 5.4.145. The above discussion has covered the Tier 3 villages where there is a proposed allocation at the current time, bar three discussed earlier in the report.
- 5.4.146. It is clearly the case that village allocations will require further consideration subsequent to the current consultation, in light of site-specific and village-specific issues, and in light of the borough-wide strategic context.
- 5.4.147. It may be concluded that some of the sites are unsuitable for allocation and others might have their capacity reduced. However, this would not necessarily mean a lower growth approach for the village in question, if there are other sites available for allocation.
- 5.4.148. Equally, some sites could be extended (this is raised at a possibility for several sites) and, at some villages, there does remain the feasible possibility of allocating a second site, although no villages have been flagged where there is a particular case for this.
- 5.4.149. Overall, whilst there are many choices, the discussion above does not serve to highlight a key strategic choice to explore further through the appraisal of RA growth scenarios.
- 5.4.150. Finally, it is recognised that there are several further Tier 3 villages not discussed above, either because there are no sites available at the current time or because there are no sites deemed suitable for allocation on the basis of the Officer-led site assessment process (discussed in Section 5.3). These villages can be reconsidered subsequent to the consultation.

### Employment land

- 5.4.151. In short, and as discussed above, the proposed approach to employment land supply at the current time remains unchanged from 2024, specifically:
- South of Thruxton Aerodrome (15 ha) – this is a key site for meeting employment land needs. The site is adjacent to Thruxton Aerodrome / race circuit and also Thuxton Village, but there are few concerns, including given good direct access from the A303. The current policy approach is for uses related to current activities at the Aerodrome, but there could potentially be a need to consider flexibility in this regard, e.g. in light of borough-wide needs for B8 (warehousing/logistics) and limited supply options.
  - Land at Upton Lane, Nursling (8.5 ha) – is equally a key site, because it is located in the south of the Borough, where providing for needs is much more challenging, and because there is the potential to deliver B8 uses. The current policy approach is to support a mix of uses to include B8 and any suggestion of a change of approach to a B8 led scheme could generate concerns given a proposal to also allocate an adjacent site for 80 homes, and also noting the existing residential communities in the area.
  - Extension to Abbey Park Industrial Estate, Romsey (5.9 ha) and South of Botley Road, Romsey (1.2 ha) – comprise two adjacent sites, that could potentially be delivered in combination as a comprehensive extension to the adjacent industrial estate. Together they are again very important to overall borough-wide supply / strategy, given a location in the south of the Borough and given potential to deliver some B8 uses, although the extent to which this is possible is perhaps questionable as there will be a need for this new allocation to integrate effectively with the existing industrial estate. Highway access would be via the existing industrial estate but otherwise does not generate any concerns. A key issue is eroding the gap between Romsey and North Baddesley, with a clear need to ensure a long-term strategic approach.

- Smaller sites – there are two further smaller allocations that are broadly supported,<sup>11</sup> plus two of the strategic urban extensions discussed above will each deliver around 1.5 ha of employment land (Manor Farm, North of Saxon Way, Andover; Velmore Farm, Valley Park), which again is broadly supported.
- 5.4.152. As discussed in Section 5.2, there is an acknowledged need to review and potentially boost the supply subsequent to the current consultation.
- 5.4.153. In particular, in the south of the Borough there is pressure to boost supply, particularly in respect of strategic warehousing/logistics (B8 use class). However, there are few if any potentially suitable site options in contention for additional allocation.
- 5.4.154. It is difficult to identify any locations at either Romsey or Valley Park as potentially suitable for strategic employment land, even looking beyond sites that have been promoted as available, and along the M27 corridor available land is inherently limited.
- 5.4.155. Attention potentially focuses on:
- Grove Farm, to the north of the M27/M271 junction – which is been discussed above as a new settlement option, but there are constraints to growth here, as discussed.
  - North Baddesley – albeit connection to the strategic road network is less strong. There are already proposed employment land allocations to the west (in the gap to Romsey) and to the north, but both allocations could feasibly be extended (looking beyond land that has been promoted as available). This could be seen as part of a comprehensive approach to planning for the East Romsey / North Baddesley e.g. alongside the major new proposed Strategic Alternative Natural Greenspace (SANG), although it is recognised that there is biodiversity constraint including a large SSSI.
- 5.4.156. In the north of the Borough there is much less in the way of top down pressure to boost supply, but there are several omission sites that perform reasonably well in suitability terms. Amongst others, this includes the SW Andover site discussed above as a location to deliver a residential led strategic urban extension. Also, at Weyhill the possibility of delivering some additional employment land could be explored.
- 5.4.157. In **conclusion**, there are no clear employment land omission sites at the current time to take forward to the RA growth scenarios, but matters will be revisited subsequent to the current consultation / prior to finalising the Local Plan for publication under Reg 19.

### **Gypsy, Traveller and Travelling Showpeople accommodation needs**

- 5.4.158. As discussed in Section 5.2, there is a clear need to boost supply but options for new or expanded sites are very limited. As such, attention turns to the possibility of delivering pitches/plots alongside residential-led or employment-led strategic allocations, which is quite common practice nationally, but which has drawbacks including delivery risk.
- 5.4.159. No strategic residential or employment sites are known to be proposing to deliver pitches or plots, but this could be a matter to explore further. Both of the current omission sites highlighted above as warranting being taken forward to the RA growth scenarios could potentially deliver pitches/plots; however: at SW Andover there could be a challenge around effectively integrating pitches/plots within the site masterplan; and at Grateley Station / Palestine the rural location could be an issue. When planning for pitches / plots there is a need to focus on specific areas where need arises.
- 5.4.160. In **conclusion**, there are no clear GTTSS omission sites at the current time to take forward to the RA growth scenarios, but the possibility of delivering pitches/plots at both of the residential-led omission sites taken forward can be given further consideration. Matters will be revisited subsequent to the current consultation.

<sup>11</sup> Kennels Farm, University of Southampton Science Park, Chilworth (3.9 ha); East of Test Valley Business Park, North Baddesley (2.2 ha);

## Conclusion on scenarios to take forward

5.4.161. This section has considered categories of supply – mostly settlements – in turn and considered whether the approach to growth should be taken forward to the RA growth scenarios (Section 5.5) as a ‘constant’ or a ‘variable’. In conclusion:

- **Most settlements** – the conclusion is that the approach to growth can be taken forward as a ‘constant’, but in some cases this conclusion is reached ‘on balance’. Notably, a conclusion is reached ‘on balance’ for:
  - Weyhill – strategic expansion is strongly supported given site-specific, settlement-specific, sub-area specific (A303 / A342 corridors) and strategic factors. However, there is a need for much further work on addressing issues / realising opportunities.
  - Enham Alamein – there is a potential need to remain open to the possibility of strategic growth, potentially as part of a wider strategy for strategic growth across the wider arc of land stretching across the north and northeast of Andover; however, at the current time it does not appear that this is a realistic option to explore further and would be subject to issues / constraints, notably transport.
  - Romsey – it is not possible to envisage a higher growth scenario, and there is limited strategic case for exploring lower growth, but certain of the proposed sites are subject to issues / constraints, notably in transport and biodiversity terms.
  - Valley Park – the new Flexford Road site (200 homes) warrants further scrutiny, including with a view to a suitably comprehensive scheme that delivers benefits.
  - M27 corridor – there is a sector of land to the northeast of Rownhams that warrants ongoing consideration, with a view to possibly boosting supply close to Southampton. Beyond this, the other feasible option for boosting supply is a garden village north of the M27/M271 junction, but this is judged to perform poorly.
  - Stockbridge – the proposed allocation (100 homes) is clearly challenging and warrants ongoing detailed scrutiny, but as a matter of detail it does not warrant being explored further here as a variable across the RA growth scenarios.
- **Andover and Grateley Station / Palestine** – the approach to growth should be explored further in detail as a ‘variable’ across the RA growth scenarios (Section 5.5).
- **Remaining villages** – the total quantum of growth directed to Tier 3 villages is considered broadly appropriate and whilst there are arguments for adjustments in either direction, it is not clear that this warrants being explored as a variable across the RA growth scenarios; see further discussion in Section 5.5. With regards to site-specifics, there will undoubtedly be a need for adjustments to site selection and site capacities ahead of plan finalisation, but these are matters of relative detail.
- **Employment land** – the situation is broadly as per 2024, in that there is a strategic case for boosting employment land supply in the south of the Borough, but it is not possible to identify sites / a spatial solution. This will be a matter to reconsider subsequent to the current consultation. Also, it should be noted that the higher growth scenario for Andover would deliver modest additional employment land.
- **Gypsies, Travellers and Travelling Showpeople** – there is a need to identify additional supply, but this is proving very challenging, such that this will be another matter to revisit subsequent to the current consultation. It is not possible to identify any clear options for boosting supply; however, the additional sites that would deliver the higher growth scenario for both Andover and Grateley could feasibly assist.

5.4.162. In **conclusion**, three aspects of housing land supply are discussed further in Section 5.5 as potential variables across the RA growth scenarios. Other aspects of supply can reasonably be held constant across the RA growth scenarios, such that they are not a main focus of the appraisal of RA growth scenarios in Section 6. All aspects of the current Draft Local Plan are, however, appraised in Part 2 of this report.

## 5.5. Reasonable growth scenarios

- 5.5.1. The final task here, within Section 5 (Defining growth scenarios), is to combine the supply component (settlement / sub-area) growth scenarios defined in Section 5.4 to form a single set of RA growth scenarios for the Borough as a whole.
- 5.5.2. Focusing on housing, most of the sub areas discussed above are identified as being associated with one reasonable growth scenario, and then the first port of call is assuming the lower growth scenario for both Andover and Grateley Station / Palestine.
- 5.5.3. This is the emerging preferred approach, and the total supply from allocations is 11,116 homes. Added to this is an 'adjustment factor' to account for the likelihood of some site capacities being boosted prior to plan finalisation (196 homes),<sup>12</sup> plus supply from commitments (3,187 homes) plus a windfall allowance (1,265 homes).
- 5.5.4. The resulting total supply is 15,878 homes, which is precisely LHN. This is **Reasonable Growth Scenario 1** (and to reiterate is the emerging preferred approach).
- 5.5.5. However, clearly there is also a need to explore higher growth scenarios, with a view to a supply buffer<sup>13</sup> and/or with a view to boosting the housing requirement.
- 5.5.6. In this regard, **Reasonable Growth Scenario 2** involves Scenario 1 plus additional allocation of SW Andover (~2,000 homes), and **Reasonable Growth Scenario 3** involves Scenario 1 plus additional allocation of land to develop Grateley Station / Palestine as a garden village (GV) to deliver ~1,500 homes in the plan period.
- 5.5.7. There is not considered to be a reasonable higher growth scenario involving additional allocation of both SW Andover and Grateley Station / Palestine GV, including because the two sites are in proximity to one another and share road corridors.
- 5.5.8. The final task is to consider Tier 3 villages recognising that, whilst it is not possible to pinpoint specific allocations that should be a variable, there is a case for varying the total growth quantum. Considerations are:
  - Lower growth at villages – the reality is that the series of new proposed allocations at villages (i.e. new since 2024) are going to come under scrutiny through the consultation and will need to be revisited in light of issues/concerns raised, plus some sites need to be subject to further technical work. The possibility of needing to reduce supply from villages subsequent to the current consultation can be envisaged, but it is likely that any downward adjustment would be fairly modest, because of the clear strategic case for allocating across the villages. As such and also given that sites/villages cannot be pinpointed (and without doing so the potential for meaningful appraisal is inherently limited), lower growth at villages is not explored further here.
  - Higher growth at villages – there is a strategic case for higher growth at villages, which has been discussed. However, there is also a strategic case for limiting growth at villages (including relating to accessibility / car dependency / decarbonisation), and it is also the case that higher growth at villages would be very challenging in practice. As part of this, the reality is that higher growth would be challenging recognising that the current approach is one of seeking to disperse growth widely across villages (with the notable exception of Weyhill, for reasons discussed), with one allocation per village as far as possible, recalling the change of tack since the previous Draft Plan consultation stage in 2024 and because no villages other than Weyhill stand out as being associated with a particular strategic case for higher growth (e.g. to deliver community infrastructure). A final factor is that any boost to village supply would be fairly modest, such that there would be little to be gained by exploring this option as a variable across the RA growth scenarios, plus it would be difficult to draw meaningful conclusions without knowing specific villages / sites. As such, and on balance, higher growth at villages is not explored further across the RA growth scenarios.

<sup>12</sup> There may be instances where potential capacities decrease however an overall net positive is considered more likely.

<sup>13</sup> A 'supply buffer' means supply comfortably above the requirement, at least in the early years of the plan period, as a contingency for unforeseen delivery issues and recalling that under-delivery leads to punitive measures.



5.5.9. In **conclusion**, there are three RA growth scenarios; see Table 5.1.

5.5.10. Final points to note are as follows:

- These scenarios are arrived at on the basis of the process set out across this Section of the report (Section 5) read as a whole. Suggestions for additional growth scenarios are welcomed but should account for strategic factors (Section 5.2), site-specific factors (Section 5.3) and settlement / sub-area specific factors (Section 5.4).
- Under scenario 1 the clear intention is to set the housing requirement at LHN. Under the higher growth scenarios it is not possible to reach a conclusion here regarding whether the additional supply would enable a higher housing requirement (e.g. with a view to making modest provision for unmet need) or whether the housing requirement would be set at LHN with the additional supply acting as a 'supply buffer'. However, this is explored further below as part of the appraisal (under the 'homes' heading).
- Employment land supply is broadly held constant across the RA growth scenarios, as is the approach to providing for GTSS accommodation needs. However, these matters are nonetheless discussed further below as part of the appraisal.

**Table 5.1:** The reasonable alternative growth scenarios (constants greyed-out)

Supply component		Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + G/P GV*
Commitments		3,187	3,187	3,187
Windfall		1,265	1,265	1,265
NDP requirements		20	20	20
Adjustment Allowance		196	196	196
Andover	7 sites	4,075	4,075	4,075
	SW Andover	-	<b>2,000</b>	-
Ludgeshall (2 sites)		1,713	1,713	1,713
Weyhill (11 sites to deliver strategic growth)		1,034	1,034	1,034
Enham Alamein (1 site)		100	100	100
Grateley	1 site	80	80	80
	Grateley Station / Palestine GV	-	-	<b>1,420</b>
Romsey (5 sites)		1,865	1,865	1,865
North Baddesley (1 site)		180	180	180
Valley Park (3 sites**)		1,314	1,314	1,314
M27 corridor (2 sites)		180	180	180
Stockbridge (1 site)		100	100	100
Remaining villages (11 sites)		569	569	569
<b>Total homes over 17years (2025 - 2042)</b>		<b>15,878</b>	<b>17,878</b>	<b>17,298</b>
<b>Average homes per annum</b>		<b>934</b>	<b>1052</b>	<b>1017</b>
<b>% above LHN (934 homes per annum)</b>		<b>0</b>	<b>13</b>	<b>9</b>

\* Grateley Station / Palestine Garden Village

\*\* Includes an allocation for 44 units of extra care accommodation at Ampfield Meadows

## 6. Growth scenarios appraisal

### 6.1. Introduction

- 6.1.1. The aim here is to appraise the reasonable alternative (RA) growth scenarios introduced above under the SA framework (Section 3).

#### Appraisal methodology

- 6.1.2. Under each sustainability topic the aim is to: **1)** rank the scenarios in order of performance (with a star indicating best performing); and then **2)** categorise the performance in terms of 'significant effects' using red / amber / light green / green:

- **Red** indicates a significant negative effect
- **Amber** indicates a negative effect of limited or uncertain significance
- **Light green** indicates a positive effect of limited or uncertain significance
- **Green** indicates a significant positive effect
- **No colour** indicates a neutral effect


#### How does this appraisal relate to that in Part 2?

- 6.1.3. Growth scenario 1 is the emerging preferred approach, which is considered in a light touch way here and then in more detail in Part 2 of this report.
- 6.1.4. The focus of the appraisal here is on the relative merits of the RA growth scenarios, such that the appraisal focuses on the differences between them (i.e. the conclusion on order of performance). However, conclusions are also reached on the absolute performance of each of the scenarios (significant effects). As far as those conclusions on significant effects relate to the site allocations that are held constant across the scenarios – i.e. those sites that together form Growth Scenario 1 – they are explained in a light touch way as part of this current appraisal and then in more detail in Part 2.

#### Appraisal assumptions

- 6.1.5. There is a need to make significant assumptions, e.g. around scheme masterplanning, infrastructure delivery, etc. As part of this, account is taken of materials submitted by site promoters, but it is recognised that any such proposals are subject to change.
- 6.1.6. Another key assumption is in respect of the future baseline (very important, as effects are predicted on the baseline), i.e. the situation without an adopted plan with a robust land supply. Specifically, the assumption is that there would be further sub-optimal growth under the presumption in favour of sustainable development.

### 6.2. Accessibility

Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
	2	3

- 6.2.1. Supporting strategic growth locations is a key means of ensuring that new homes come forward alongside new and upgraded community infrastructure. However, it is not clear that either SW Andover or GP GV represent a particular opportunity in this regard, and some potential issues can be foreseen. Taking the sites in turn:

- SW Andover – would not deliver a secondary school, and whilst there is a secondary school nearby within Andover, it would likely not be easily accessible given the intervening A303, an industrial area and a residential area. A direct route might be via the Salisbury Road, but there is no footpath and the A343 is a barrier. Furthermore, at the current time capacity at the school is understood to be a significant issue (although, on the other hand, this could change given the assumption that a new secondary school will be delivered at Finkley Down Farm, NE Andover).
- Grateley – this is an expansive chalk influenced landscape with somewhat limited constraints such that the possibility of a large-scale scheme to include a secondary school might be envisaged, albeit this would mean accepting wide ranging impacts. However, there is currently very low certainty regarding what could be delivered, including given land ownership issues. Also, and importantly, this is a very rural location where there would be heavy reliance on the train to Andover and Salisbury.

6.2.2. Overall, there are concerns with higher growth, and Scenario 3 in particular.

6.2.3. With regards to significant effects, under Scenario 1 (the emerging preferred approach) the proposed strategic urban extensions are set to deliver a range of targeted strategic community infrastructure benefits, but there is also a need for ongoing scrutiny in this regards, e.g. recalling broad rules of thumb regarding the scale of growth that typically (in the South East England context) delivers a local centre or at least a community hub. Furthermore, it will be very important to understand more about village primary school issues and opportunities through this current consultation, with a view to then targeted village growth accordingly (e.g. to maintain school rolls, which is increasingly an issue nationally, as reported [here](#), although delivering new/located and expanded village primary schools can also represent a very important opportunity to be explored). Overall, a ‘moderate or uncertain’ positive effect is predicted for Scenario 1, and it is also fair to say that this would also be the case for Scenarios 2 and 3 despite concerns.

### 6.3. Air quality



Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
=	=	=

6.3.1. Whilst car traffic associated with higher growth scenarios is a significant concern, it is difficult to suggest that this translates into significant concerns in respect of air quality.

6.3.2. There are no designated Air Quality Management Areas (AQMA) in the Borough, although AQMA are found along several busy roads through Eastleigh and Southampton, and an AQMA covers the entirety of Salisbury town centre.

6.3.3. Overall, it is not possible to confidently differentiate between the alternatives and neutral effects are predicted. Another factor is that the variable growth locations in question would come forward over the longer term, and air pollution associated with car traffic nationally is becoming less of an issue over time.

## 6.4. Biodiversity

<b>Scenario 1</b> Emerging preferred	<b>Scenario 2</b> + SW Andover	<b>Scenario 3</b> + GP GV
		<b>2</b>

- 6.4.1. There are some issues/impacts and risks/uncertainties to discuss below in respect of the preferred growth scenario, including around ensuring that growth comes forward in a way that accords with established avoidance and mitigation strategies for internationally designated biodiversity sites (SACs and SPAs), recognising that this can often involve a cost on development with significant viability implications.
- 6.4.2. However, it is not clear that there is an alternative approach to delivering on LHN that is preferable in biodiversity terms, and there is a clear biodiversity case for Test Valley delivering on LHN given a highly constrained wider sub-region.
- 6.4.3. It also follows that there is a strategic case for Test Valley delivering higher growth, and SW Andover is considered relatively unconstrained in biodiversity terms. The site is quite closely associated with a sensitive chalk river/stream corridor but the potential to buffer and potentially deliver some targeted enhancements can be envisaged.
- 6.4.4. With regards to Grateley Station / Palestine, the area of search is subject to limited constraint itself and, whilst the Salisbury Plain SAC/SPA is in close proximity (specifically, the Porton Down SSSI component), there appears to be limited if any accessibility (noting MOD uses) and there would be excellent potential to deliver high quality Suitable Alternative Natural Greenspace (SANG) as part of a garden village.

## 6.5. Climate change adaptation

<b>Scenario 1</b> Emerging preferred	<b>Scenario 2</b> + SW Andover	<b>Scenario 3</b> + GP GV
=	=	=



- 6.5.1. The key consideration here is flood risk, and again a key consideration is that higher growth could serve to reduce pressure on a constrained sub-region.
- 6.5.2. The Grateley Station / Palestine area, in particular, is distant from any fluvial flood risk zone and subject to very low surface water flood risk reflecting the geology of the area. SW Andover is quite closely associated with the Pillhill Brook corridor, but it is not possible to suggest any concerns regarding worsening downstream flood risk given the potential to buffer and potentially enhance the river corridor and deliver high quality onsite Sustainable Drainage Systems (SuDS; geology has a bearing but there are not known to be any issues or challenges in this regard). It is not clear that downstream flood risk is a particular issue, but nonetheless the possibility of river corridor enhancements to deliver strategic flood water attenuation could be explored.
- 6.5.3. With regards to significant effects, the 'constant' sites that feature across the three scenarios are mostly do not give rise to any significant concerns regarding flood risk, reflecting the fact that avoiding both fluvial and surface water flood zones has been a key factor influencing site selection, and given that strategic sites can typically be masterplanned to avoid flood risk zones without compromising on wider objectives.

## 6.6. Climate change mitigation

<b>Scenario 1</b> Emerging preferred	<b>Scenario 2</b> + SW Andover	<b>Scenario 3</b> + GP GV
=	=	=

- 6.6.1. This is clearly a priority issue, and there is an important distinction between built environment and transport emissions. The former warrants being a particular focus of attention under this topic heading (given transport is a separate topic), but it is difficult to suggest that any of the higher growth scenarios represent a particular opportunity in respect of delivering net zero development.
- 6.6.2. Strategic scale sites can benefit from economies of scale in support of development viability 'headroom' for net zero interventions but equally can face a variety of very significant cost challenges relating to infrastructure, which can 'squeeze' available funds for net zero. Detailed work has been undertaken by the promoters of SW Andover to explore development concept options, but there is no commitment to delivering net zero development, and it is clear that there are major competing cost priorities.
- 6.6.3. With regards to significant effects, at this stage 'moderate or uncertain' negative effects are predicted across the scenarios on the basis that achieving the required trajectory to net zero is highly challenging, such that there is a clear case for ensuring that seeking to realise decarbonisation opportunities is central to local plan spatial strategy / site selection. It is recognised that the Borough has not set a net zero target date ahead of the national net zero date (unlike many neighbouring local authorities, e.g. Winchester, Basingstoke and Deane and West Berkshire have all set 2030 as a net zero target date), but it is nonetheless the case that the required decarbonisation trajectory is so stretching that that there is a high bar to predicting even a 'neutral' effect. The new approach of directing significant growth to the rural area is supported because these sites will tend to benefit from strong development viability, but there is uncertainty regarding whether policy requirements will be set that require sites to achieve greenhouse emissions standards above the minimum requirements set out in Building Regulations where viability allows and in the context of competing policy objectives, for example around affordable housing, infrastructure and biodiversity net gain.

## 6.7. Communities

<b>Scenario 1</b> Emerging preferred	<b>Scenario 2</b> + SW Andover	<b>Scenario 3</b> + GP GV
	2	

- 6.7.1. Discussion under this topic is an opportunity to explore wide-ranging issues / opportunities over-and-above those relating to 'accessibility' (as discussed above).
- 6.7.2. Here there is a high level concern with higher growth given that the preferred growth scenario involves such a large boost to growth quantum relative to the Draft Local Plan consulted-on in 2024; and there is a particular concern with SW Andover.
- 6.7.3. Specifically, this is because of: A) a concern regarding the in-combination impacts of growth locations around Andover (also recalling that, were Grateley to be additionally supported, it would also 'look to' Andover); B) proximity to sensitive historic villages; and C) the aforementioned issues in respect of achieving good connectivity into Andover. However, on the other hand, it is recognised that detailed work has gone into exploring masterplan options, and that the proposal is to make a large amount of land available as accessible green/blue infrastructure (likely enhancing access to the Pillhill Brook).

- 6.7.4. As for a Grateley Station / Palestine GV, whilst there would be impacts to the local community, there would be the potential to deliver a high quality comprehensive scheme, and the Borough would benefit from a robust land supply position thereby minimising the risk of facing the presumption in favour of sustainable development.
- 6.7.5. With regards to significant effects, the key consideration here is that whilst this is the fourth consultation held under Regulation 18 as part of the plan-making process, this new consultation presents numerous new proposed allocations in response to a 78% higher LHN figure, including at villages. As such, there is a need to apply caution at this stage, in terms of predicting significant effects, ahead of reviewing consultation responses received from Town and Parish Councils and other stakeholders.

## 6.8. Economy and employment

Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
=	=	=

- 6.8.1. As discussed in Section 5, objectively assessed needs for employment land can be provided for in full under Scenario 1 on the basis of current understanding, but understanding of needs will need to be reviewed subsequent to the current consultation.
- 6.8.2. It is not clear that either of the additional sites allocated under Scenarios 2 and 3 would deliver significant employment land, but there is likely flexibility to deliver employment land as part of a SW Andover strategic urban extension, and it is also noted that the proposal to deliver 500 homes for MOD staff. New employment land at SW Andover could be well-located given an adjacent strategic employment area; however, employment land needs are more pressing in the south of the Borough.

## 6.9. Historic environment


Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
=	=	=

- 6.9.1. Both of the additional sites that feature in Scenarios 2 and 3 are subject to a degree of constraint, but this is fairly limited in the context of a Borough associated with wide-ranging constraint, and at both sites allow for good potential to avoid/mitigate impacts.
- 6.9.2. With regards to site-specific issues:
- SW Andover – this was historically a very sparsely settled agricultural landscape and accordingly there are no onsite or adjacent designated heritage assets, although the onsite farmsteads are shown on [historic mapping](#). The modern field boundaries are all shown on the historic mapping, along with the two lanes through the site, but overall the site has limited sensitivity. The key issue is more likely to be impacts to the nearby villages along the Pillhill Brook to the south, but the site promoter's current proposal is to deliver a very extensive greenspace buffer to the river corridor (with the villages beyond), and it seems unlikely that traffic through the villages would be a significant concern. A final consideration is impact to views from Bury Hill, which is a large, important and accessible scheduled monument to the southeast of the site, but it is not clear that there are significant concerns in this regard, including noting screening trees on the hill and the industrial area at the western edge of Andover.

- Grateley Station / Palestine – Grateley village is clearly sensitive, including noting its Grade 1 Parish Church, but there would be excellent potential to avoid impacts through masterplanning, potentially to include measures to avoid Andover-bound traffic passing through the village. The other issue is widespread archaeological constraint across this chalk influenced landscape that falls within (at the very eastern edge of) the Salisbury Plain and Wiltshire Downs National Character Area (NCA). In this respect it is important to note that there is a very small scheduled monument located quite centrally within the garden village area of search, which is visible above ground and is currently protected as an unploughed area within a large arable field. Clearly its setting in the context of an expansive open landscape is important, particularly long distance views to the southeast, and avoiding impacts to this setting would prove challenging, i.e. could necessitate compromises in respect of wider masterplanning objectives. However, this is very uncertain at this early stage.

- 6.9.3. With regards to significant effects, having factored-in those sites that are held constant across all three scenarios the conclusion is that all of the growth scenarios will result in neutral effects. Whilst the Interim SA Report published alongside the Draft Local Plan in 2024 predicted a 'moderate or uncertain' negative effect for the proposed strategy / plan at that stage, there is now the benefit of being able to draw upon the consultation response received from Historic England, and a number of site-specific policies have been adjusted. With regards to the new proposed allocations since 2024, the additional proposed strategic urban extensions give rise to limited concerns, but there is clearly a need to scrutinise the new proposed approach of directing significant growth to villages. In this regard though, the discussion presented in Section 5.4 demonstrates that avoiding historic environment impacts has been a key factor influencing site selection, including directing growth to locations away from village conservation areas.

## 6.10. Homes

Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
3		2

- 6.10.1. The 'homes' case for supporting higher growth is very clear, as discussed. Providing for housing needs is an urgent issue, albeit pressures are greater in the south of the Borough (relatively distant from SW Andover and GP GV) and pressures are being felt now whilst both of the potential additional sites in question would take time to deliver.
- 6.10.2. Differentiating between the two variable sites, the key consideration is that SW Andover would likely deliver earlier and has lower delivery risk (albeit the presumption in favour of sustainable development is in place to ensure homes deliver even where local plan allocations are delayed or fail to come forward as anticipated). Furthermore, the proposal at SW Andover is also to deliver 500 homes for MOD staff, although the need for this would need to be confirmed along with implications for affordable housing.
- 6.10.3. With regards to significant effects, under Scenario 1 the proposal is to set the housing requirement at LHN from the outset (as opposed to a stepped requirement, where a lower requirement in early years of the plan period are compensated for by a higher requirement in latter years); however, there is a need for further work to confirm that the identified supply is suitably robust, i.e. is sufficient to deliver on the requirement year-on-year (at least over the early years of the plan period, ahead of a plan review) accounting for the fact that there are inevitably unforeseen delivery issues (e.g. issues raised through the development management process leading to reduced capacity). Under Scenarios 2 and 3 there would be a healthy supply buffer over the plan period as a whole (there could be case for a stepped requirement, to reduce pressure to deliver in the early years of the plan period on the understanding that delivery will ramp up considerably over latter years) and there would also be the potential to consider accepting fairly modest unmet housing need from elsewhere, e.g. Southampton.



- 6.10.4. A final consideration is that either of the two sites that would be additionally allocated under the higher growth scenarios could feasibly deliver GTSS pitches/plots (in particular, attention focuses on pitches) but there is no evidence of clear potential.

## 6.11. Landscape

Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
=	=	=

- 6.11.1. Again, there is a strategic case for higher growth in light of the sub-regional context, albeit there would be additional localised landscape impacts.
- 6.11.2. It is not clear that either of the additional sites allocated under Scenarios 2 and 3 are associated with prominent or highly accessible landscapes, e.g. accounting for sensitive views / appreciation from roads and public rights of way. However, there are a range of important factors that would need further detailed consideration, for example:
- SW Andover – would have the benefit of quite strong containment within the landscape, albeit containment to the west can be questioned, as this would be provided by Red Post Lane, beyond which is a low hill. The matter of potential views from Bury Hill to the south of the Pillhill Brook has been discussed above, but an important consideration is limited public rights of way through the site, and it is not clear that views from Red Post Lane are particularly sensitive. Also, the potential to improve accessibility to the brook corridor can be envisaged, as discussed.
  - Grateley – there would be a concern regarding achieving containment / a risk of long term sprawl across an expansive landscape, but generally there could be a landscape case to be made for a garden village at the edge of the sensitive Salisbury Plain and Wiltshire Downs NCA. Views from Wallop Road are potentially sensitive on the basis that this is an important route skirting around the inaccessible downland to the west, and then further considerations include: A) views to the south from raised ground to the north of Grateley (with the village in the foreground); and B) what could be an important network of bridleways / cycleways (north and south of Grateley Station).
- 6.11.3. With regards to significant effects, see discussion in Section 9.

## 6.12. Soils and resources


Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
2	3	1

- 6.12.1. A key issue to focus on here is loss of best and most versatile (BMV) agricultural land, which the NPPF classifies as land that is of grade 1, 2 or 3a quality.
- 6.12.2. Helpfully both of the variable site options have been surveyed to establish agricultural land quality, such that there is no need to rely on the nationally available dataset, which is low resolution and does not distinguish between grades 3a (BMV) and 3b (not BMV):
- SW Andover – comprises a mix of grade 3a and grade 2 quality land such that it is quite sensitive in the Borough context and also in the Andover context, where agricultural land quality is generally slightly lower to the east of the town.
  - Grateley Station / Palestine – comprises grade 2 quality land (N.B. the eastern extent of the area of search has not been surveyed, but this is where there are land ownership issues and where there is sensitivity on account of proximity to Grateley).





- 6.12.3. With regards to significant effects, there will be significant loss of BMV land across all scenarios and certain of the new proposed strategic urban extensions have been surveyed and found to include BMV land (whilst virtually no land around villages has been surveyed, with the national dataset mostly indicating 'grade 3' quality land).
- 6.12.4. In the wider sub-regional context it is important to note that there is a nationally significant band of high quality agricultural land to the east of Eastleigh, such that there is a case to be made for supporting higher growth in Test Valley via growth at GP GV.

## 6.13. Transport

Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
 1	2	2

- 6.13.1. Delivering on the new 78% higher LHN figure in a way that aligns with transport objectives – including in terms of car dependency, modal shift and traffic – is highly challenging, let alone delivering higher growth still.
- 6.13.2. Transport objectives are a key priority locally and across the sub-region, hence there will be a need for ongoing detailed work in collaboration with the County Council and other key partner organisations to explore issues (and opportunities). However, the reality is that this is detailed technical work such that there is limited potential to explore alternative scenarios, and, in turn, it could prove highly challenging in transport terms to significantly boost growth prior to plan finalisation and given time pressures.
- 6.13.3. With regards to detailed transport issues, these have all been discussed above and, in short, both SW Andover and Grateley Station / Palestine are associated with clear challenges, such that the potential for these to be seen as locations for growth that align with established transport objectives is questionable. At both sites there is a need to consider transport issues and opportunities at these sites as part of a broader canvass and with a long term perspective, e.g. considering how Andover might grow to the north / northeast and how settlements to the west might grow along shared transport corridors, plus there is a need to factor-in employment growth locations.

## 6.14. Water

Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
 1	 1	2

- 6.14.1. Planning for water resources and water quality is highly challenging as catchments, aquifers, sewage treatment works catchment areas and water company areas cross administrative boundaries; also because available funding to deliver upgrades is often uncertain. Matters can be explored through a Water Cycle Study, but these are costly and time-consuming to prepare, and the analysis can quickly become out of date.
- 6.14.2. There is clearly a risk within the sub-region given the quantum of homes now required and given uncertainty regarding growth distribution, but there is little in the way of available evidence to elaborate in terms of particular issues / potential impacts. There will be a need to take close account of the consultation responses received from the Environment Agency and the water company but, at the current time, it is appropriate to flag a 'moderate or uncertain' negative effect across the scenarios. One specific issue is sewer network capacity and wastewater treatment capacity in the rural area.
- 6.14.3. Finally, a possible risk is flagged for GP GV given the geology and rural location.

## 6.15. Appraisal summary

- 6.15.1. In summary, the appraisal finds all of the RA growth scenarios to be associated with pros and cons and it is for the Council to weigh these 'in the balance', trading off between competing objectives as necessary before then arriving at a conclusion regarding which of the scenarios best represents sustainable development.
- 6.15.2. Scenario 1 ranks highest across the greatest number of topics, but this should not be taken as in any way confirmation that it is best performing overall or best represents sustainable development. That is because: A) the sustainability topics are not assumed to have equal weight; and B) there is also a need to factor-in the significance of predicted effects.
- 6.15.3. Furthermore, numerous of the topic-specific appraisal conclusions are themselves reached on balance and are open for discussion through the current consultation. As part of this, there is a need to acknowledge the inherent challenge of factoring-in the benefits of higher growth in terms of reducing pressure on a constrained sub-region.

*Table 6.1: Reasonable alternative growth scenarios appraisal summary*

Topic	Scenario 1 Emerging preferred	Scenario 2 + SW Andover	Scenario 3 + GP GV
	Order of preference (numbers) and predicted significant effects (shading)		
Accessibility	1★	2	3
Air quality	=	=	=
Biodiversity	1★	1★	2
CC adaptation	=	=	=
CC mitigation	=	=	=
Communities	1★	2	1★
Economy / employment	=	=	=
Historic env.	=	=	=
Homes	3	1★	2
Landscape	=	=	=
Soils & resources	2	3	1★
Transport	1★	2	2
Water	1★	1★	2

## 7. The preferred growth scenario

### Introduction

- 7.1.1. The following text was prepared by TVBC Officers (not AECOM) in response to the appraisal above (by AECOM). The text below does not amount to an appraisal.

### Reasons for supporting Growth Scenario 1

- 7.1.2. Scenario 1 is taken forward as the basis for the Draft Local Plan that is currently the focus of consultation. The appraisal shows it to perform suitably well, such that Officers believe it to be: *“Justified – an appropriate strategy, taking into account the reasonable alternatives, and based on proportionate evidence”* (NPPF para 36).
- 7.1.3. It is acknowledged that there is a ‘homes’ argument for supporting a higher growth scenario, and it is also acknowledged that both of the shortlisted omission sites explored through the appraisal are subject to limited constraint *in some regards* when viewed in the sub-regional context. However, there are also highly significant concerns with both sites, perhaps most notably in terms of transport and accessibility objectives, and another consideration is uncertainty regarding delivery in the plan period. Furthermore, there is a need to recall that both sites are located in the north of the Borough, distant south coast areas where unmet need is a potential or likely issue.
- 7.1.4. At the current time the impacts and risks / uncertainties associated with higher growth are considered to comfortably outweigh the benefits. However, it is recognised that there will be a need to reconsider this position in light of consultation responses received, most notably from neighbouring local authorities and the County Council, but also from other partner and stakeholder organisations with a strategic remit (and all such organisations are encouraged to comment on the growth scenarios appraisal).
- 7.1.5. Also, it will be very important to take account of any forthcoming work at the regional or sub-regional scale in respect of how to deal with unmet need, e.g. work by Partnership for South Hampshire, albeit the challenging nature of this work is fully acknowledged (e.g. the Government’s change to LHN figures in December 2024 completely changed the game). In turn, any direction from the Government regarding how best to deal with unmet needs northwards from the South Coast conurbations would be welcomed.



An image from the Issues and Options consultation document, 2020

## **Part 2: SA findings at this stage?**

## 8. Introduction to Part 2

- 8.1.1. The aim here is to present an appraisal of the proposals set out in the current consultation document as a whole under the SA framework.
- 8.1.2. The appraisal is 'light touch' in recognition of: A) the detailed analysis presented above in Part 1; and B) the potential to revisit the appraisal subsequent to the current consultation, when the Draft Plan will be finalised in full (recalling that the current consultation focuses on strategy and sites only).

## 9. Draft plan appraisal

### 9.1. Introduction

- 9.1.1. The aim here is to elaborate on the appraisal of Growth Scenario 1 above.

### 9.2. Accessibility

- 9.2.1. The appraisal in Section 6 predicts a '**moderate or uncertain**' positive effect, recognising that a number of opportunities are set to be realised to deliver targeted / upgraded community infrastructure, but there is a need for further work to ensure that issues are avoided and opportunities realised, informed by the consultation.
- 9.2.2. Finkley Down Farm at Andover is a key site as it will deliver a secondary school to address an existing capacity issue at the town and Bere Hill at Andover will also deliver a primary school. At Ludgershall the Test Valley allocations will ensure that a new primary school can be delivered, and at Weyill strategic expansion will deliver a primary school for the village. In the south of Test Valley, Velmore Farm will deliver a primary school, and at Halterworth the existing permitted part of the site can deliver an extension to the adjacent primary school. However, the remaining strategic urban extensions warrant ongoing scrutiny to ensure that comprehensive schemes are delivered with the possibility given to achieving threshold scales to enable delivery of community infrastructure, e.g. a local centre or neighbourhood hub, potentially to include a new primary school. Ensuring that any new school is 2fe if possible (requiring ~ 2 ha) is also important as small schools can face visibility challenges.
- 9.2.3. Across the villages, it is clearly the case that proximity / access to a primary school has been a key factor influencing site selection. However, it is one of a number of factors and, ultimately, whilst several proposed sites are in very close proximity to a school, there are also several where the car is likely to be a preferred modal choice, particularly in winter months. Enham Alamein is one example, where the primary school is located in the village of Smannell. Through the consultation it will be very important to gather evidence on those schools with capacity issues, whether that be in terms of maintaining a viable pupil roll or in terms of over-capacity, also those schools where there is a case for investment to boost capacity, including potentially via an expanded site (also, feasibly, schools where relocation is an option). There should also be a focus on walking/cycling routes to schools and safe areas for pick up / drop off.
- 9.2.4. Overall, it will be important to give further detailed consideration as to how best to realise growth-related opportunities through: spatial strategy / site selection; ensuring that comprehensive growth is supported ahead of piecemeal growth as far as possible; and setting clear site-specific policy so that developers understand local priorities in the context of development viability.

### 9.3. Air quality

- 9.3.1. The appraisals in Sections 6 does not flag any significant concerns and overall predicts a **neutral effect**, although there is some uncertainty ahead of detailed technical work to understand traffic movements and resulting implications for traffic hotspots. The new proposed approach of supporting *an element* of growth dispersal across the villages clearly has implications for overall traffic movements; however, a benefit of growth dispersal is that traffic movements will (or can) be less concentrated.
- 9.3.2. Noise pollution is another related issue, and, in this regard, it is noted that a total of 13 proposed allocations are required to submit a noise mitigation strategy. A number of these sites give rise to fairly limited concerns, in the national context where there is often pressure to allocate in proximity to noise sources, but this is one factor amongst many that serves as a reminder that site capacities may need to be adjusted (and, in turn, there is a case for ensuring a healthy 'supply buffer' as a contingency).
- 9.3.3. Upton Lane is potentially the most constrained site, as it is in proximity to the M27 (also the M271) plus the proposal is to deliver new strategic employment land on adjacent land, where there could be pressure to deliver a B8 (warehousing/logistics) led site. This gives rise to wider environmental health and safety concerns over-and-above those relating to noise and, moving forward, the possibility of delivering the currently proposed housing site as further employment land could be considered. There is also a need to account for adjacent existing residential communities and, as part of this, seek to avoid traffic, in particular relating to the employment land, passing along Upton Lane.

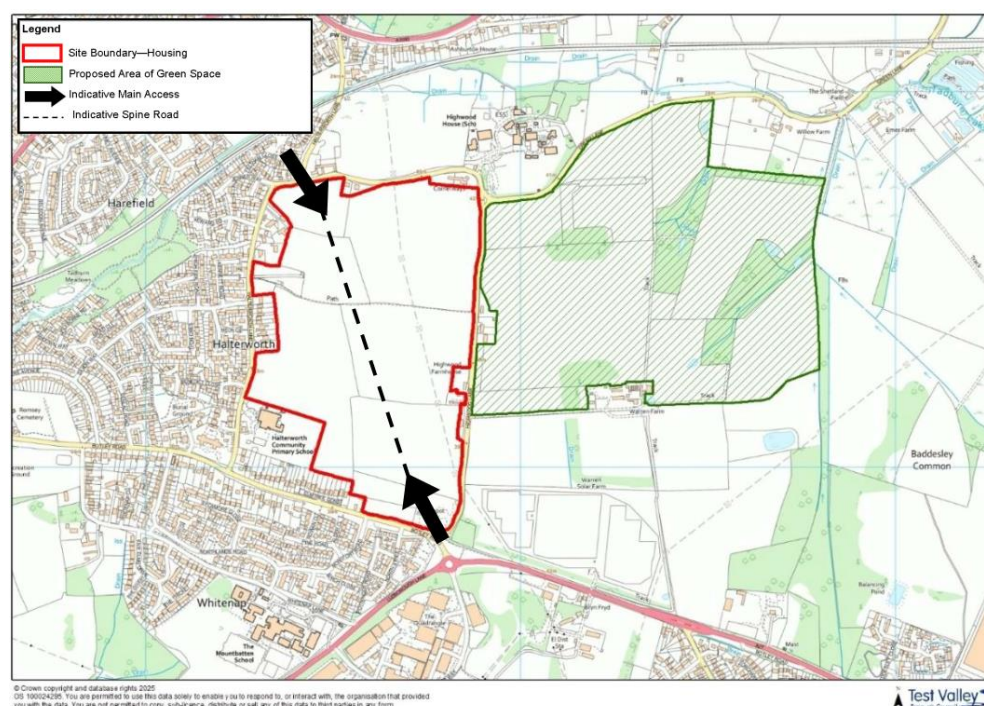
### 9.4. Biodiversity

- 9.4.1. This is a key issue for the Local Plan and, taking a precautionary approach at this early stage, the appraisal in Section 6 flags a **'moderate or uncertain' negative effect**.
- 9.4.2. Perhaps the key issue is in the south of Test Valley, where the new higher growth strategy will require further detailed scrutiny in terms of ensuring that strategically located Suitable Alternative Natural Greenspace (SANG) is in place to mitigate the recreational impact of housing growth on the New Forest SPA/SAC. The new proposed approach to growth to the east of Romsey should be able to deliver a large SANG, but matters are yet to be confirmed, with policy currently referring to 'green space' whilst SANG comprises open space that meets a range of quite strict accessibility criteria.
- 9.4.3. Also, with regards to SANG in the south of the Borough (New Forest SPA/SAC), there is clear need to scrutinise the proposed approach to growth at Wellow, where site-specific policy for the proposed 100 home scheme (in proximity to the SPA) states that *"the starting point would be that [SANG] is delivered on site."*
- 9.4.4. At Ludgershall SANG to mitigate impacts on the Salisbury Plan SAC/SPA is a consideration, and whilst there should be good potential to deliver SANG alongside strategic expansion of the town, there is a need to recall implications for development viability (and, in turn, implications for delivering on wider policy objectives).
- 9.4.5. The next consideration is then the Mottisfont Bats SAC, which is located to the north of Romsey, and around which there is a 7.5km zone of influence for the purposes of plan-making. This affects all sites at Romsey and, whilst proposed growth locations to the east are some distance from the SAC / seemingly have limited functional connectivity, there is a need to recognise that eastwards expansion of the town will encroach upon and have the effect of fragmenting the existing heavily wooded landscape. Finally, with regards to this SAC, there is a need to consider the close proximity of Lockerley, where there is a proposed allocation for 50 homes that is also notably adjacent to the wooded River Dun corridor, such that there are clearly strong functional links to the SAC.



- 9.4.6. The final internationally designated site for consideration is then the River Itchen SAC, which is located outside of the Borough, and in respect of which the plan document explains: *“Since the public consultation on the Regulation 18 Stage 2 document, Natural England notified the Council that parts of the River Test and some of its tributaries are providing compensatory measures for the River Itchen [SAC].”* What this means is that this is an area of search to remove land from intensive agriculture in order to reduce nutrient inputs as compensation for development related increases to nutrient inputs elsewhere; however, at this stage it is not clear that it has a major implications.
- 9.4.7. Beyond internationally designated sites there are also number nationally designated SSSIs in the Borough. The River Test SSSI is the stand-out largest, and attention focuses on the approach to growth at Stockbridge, where the proposed allocation is in close proximity to the SSSI, plus there is a need to consider the smaller proposed allocation at Chilbolton. At Stockbridge there is a need to consider opportunities for the growth to buffer the river corridor, with the site in question currently farmed as arable.
- 9.4.8. The other key SSSI of note is located to the northwest of Chandlers Ford. This is near the proposed Flexford Road allocation but separated by a railway (see Section 5.4).
- 9.4.9. Finally, there is an extensive network of Local Wildlife Sites (LWSs), which are also known as Sites of Importance for Nature Conservation (SINCs). A number of sites intersect a SINC or are in close proximity but, in particular, there is a need to scrutinise the approach to growth at Romsey, Valley Park / Chandler’s Ford and along the M27 corridor, where there is a dense network of woodland LWS that is already notably fragmented by development and where further fragmentation is set to occur. Whilst it is recognised that there is intense pressure to deliver new homes and employment land in this area, site capacity and site-specific policy will require further scrutiny.
- 9.4.10. To end with a brief note on development management (DM) policy, it is noted that the current proposal is not to require a level of biodiversity net gain (BNG) over-and-above the statutory minimum 10%. It is not uncommon for local plans nationally to require 20%, but understanding nationally regarding implications for development viability and site delivery more widely (given practical challenges around securing biodiversity ‘credits’ where the requisite net gain cannot be achieved on site) is still evolving at the current time. The possibility of site or area-specific requirements could be considered, although it is recognised that consistency of DM policy is seen as important.

Figure 9.1: A potential new SANG east of Romsey



## 9.5. Climate change adaptation

- 9.5.1. The appraisal in Section 6 focuses on flood risk and concludes a **neutral effect**.
- 9.5.2. Avoiding flood risk zones has been a key factor influencing site selection and whilst a number of the proposed allocations intersect a surface water flood zone in all instances it should be possible to effectively integrate this flood zone as part of a green / blue infrastructure strategy without having to compromise on wider masterplan objectives.
- 9.5.3. Perhaps most notably, a surface water flood channel passes through the centre of the Land East of Hatherden Road, Charlton (135 homes), on the edge of Andover. However, again this can likely be integrated as part of a green / blue infrastructure strategy and, whilst the surface water flood channel does significantly intersect existing properties downstream, high quality Sustainable Drainage Systems (SuDS) should ensure no worsening of existing rates of surface water runoff, and there could even be the potential to achieve a betterment. This will warrant further detailed consideration.
- 9.5.4. One other site notably affected by surface water flood risk is Land West of Andover (200 homes), where a notable area of surface water flood risk is associated with the point of access. Also, it is noted that a surface water flood risk follows Smannell Road, to the east of Andover, where there is proposed to be a major focus of growth.
- 9.5.5. Finally, it is noted that site specific policies reference flood risk where necessary, which helps to generate confidence that this will feed into ongoing work on site capacities.

## 9.6. Climate change mitigation

- 9.6.1. Focusing on built environment emissions, the appraisal in Section 6 predicts a **'moderate or uncertain' negative effect** reflecting a view that the plan risks falling short of showing the level of ambition needed to align with net zero objectives.
- 9.6.2. Moving forward, as well as supporting sites well suited to delivering net zero development (or otherwise achieving greenhouse gas emissions standards beyond the minimum requirements set out in Building Regulations), consideration should be given to Borough-wide net zero development DM policy, which is a key matter of debate nationally at the current time. This is typically a key choice being made through any local plan, given that net zero development policy has viability implications that that there can be a need to accept compromises in terms of wider objectives.

## 9.7. Communities

- 9.7.1. The appraisal in Section 6 predicts a **neutral effect** recognising that, whilst community considerations have factored-in strongly as part of spatial strategy / site selection, the new proposed higher growth strategy will clearly generate concerns amongst local communities, and it will be crucially important to consider adjustments to site allocations and site-specific policies in light of consultation responses received.
- 9.7.2. The importance of comprehensive schemes aimed at leveraging maximum community benefit has been discussed extensively above and another key consideration is detailed site specific policy, albeit balancing the need to allow for flexibility at the DM stage.
- 9.7.3. It is noted that indicative points of access are shown for all proposed allocations, which is supported, but more work could be done – if possible given time etc constraints – on concept masterplans for proposed allocations.
- 9.7.4. There is also scope for further work to be done in respect of ensuring targeted offsite enhancements to the walking and cycling infrastructure, ideally informed by the Emerging Local Cycling and Walking Infrastructure Plan (e.g. see [here](#) and [here](#)).



## 9.8. Economy and employment

- 9.8.1. The appraisal in Section 6 predicts a **'moderate or uncertain' positive effect**, recognising that whilst the identified employment land supply should be able to provide for locally arising needs in full, there is a need for further work including with a focus on boosting supply in the south of the Borough if possible, including for B8 uses.
- 9.8.2. Employment land allocations are not included in the current consultation document, and it is recognised that this will be a key matter to consider subsequent to the consultation.

## 9.9. Historic environment

- 9.9.1. The appraisal in Section 6 predicts a **neutral effect** given that historic environment designations have been a key factor influencing spatial strategy / site selection.
- 9.9.2. Furthermore, there is also a strong focus on historic environment constraints (assets and their settings, including scheduled monuments and other likely archaeology) within site-specific policies, which generates confidence that the sites can be delivered to capacity without undue historic environment impacts (and wider undue compromises).
- 9.9.3. A total of 13 site-specific policies state that planning applications will need to include a Heritage Impact Assessment, and, in each case, the policy specifies the particular historic environment issues/sensitivities that will need to be a focus of the assessment.
- 9.9.4. It is recognised that Historic England are often keen to see Historic Impact Assessments undertaken with a view to informing site allocations / site capacities / site-specific policies as part of the plan-making process, but there can be a concern regarding this work going beyond what is proportionate. On the other hand, were this work to be undertaken ahead of plan finalisation it would increase confidence regarding site capacities, which is an important consideration with a view to ensuring a robust supply and, in turn, minimising the risk of the Borough facing the presumption.
- 9.9.5. Sites flagged as constrained through the discussions in Section 5.4 are: Finkley Down Farm, East Andover (1,150 homes); East of Hatherden Road, Charlton (135 homes); Land adjacent to Danebury School, Stockbridge (100 homes); West of Braishfield Road, Braishfield (54 homes); and Land adjacent to Hyde Farm, Broughton (45 homes).

## 9.10. Homes

- 9.10.1. The appraisal in Section 6 predicts a **'moderate or uncertain' positive effect**, but recognises that there is a case for a higher housing requirement and that, whatever the housing requirement, there is a need to ensure a healthy supply buffer and a good mix of sites (in terms of size/type and geographic location) with a view to ensuring that the plan can deliver on the housing requirement year-on-year, at least in the early years of the plan period. There is also a need for further work to close that gap between identified supply and identified needs in respect of GTSS accommodation needs.
- 9.10.2. With regards to DM policy, it is understood that affordable housing is set to be prioritised as a policy 'ask' of developers. Subsequent to the current consultation there will be a need to confirm specifically what requirements will be set (in terms of total amount of affordable housing expected on market-led sites, and also in terms of affordable housing tenure split) and what the implications will be for wider policy asks.

## 9.11. Landscape and townscape

- 9.11.1. The appraisal in Section 6 predicts a **'moderate or uncertain' negative effect** reflecting concerns around: comprehensive planning for growth at Andover, including in the context of the nearby North Wessex Downs National Landscape; erosion of settlement gaps, perhaps most notably in the south of the borough; and the need for further work to confirm the suitability of proposed village allocations in landscape terms.

- 9.11.2. However, it is recognised that landscape impacts must be put in context, including by recalling that Test Valley does not stand-out as particularly constrained within the sub-region (assuming that growth will not be directed to the National Landscape at the far north of the Borough, as per the current proposed approach).

## 9.12. Soils and resources

- 9.12.1. The appraisal in Section 6 predicts a **'moderate or uncertain' negative effect** because there will be a significant loss of BMV agricultural land. However, it is difficult to envisage an alternative strategy that performs better (although one possibility is a focus of growth at Grateley Station / Palestine, as discussed in Section 6) and, once again, Test Valley does not stand-out as constrained in the sub-regional context, such that there is little or no case to be made for lower growth on the grounds of agricultural land.

## 9.13. Transport

- 9.13.1. The appraisal in Section 6 predicts a **'moderate or uncertain' negative effect** because there are a range of uncertainties associated with the new proposed much higher growth strategy (relative to 2024) including around the proposed village allocations.
- 9.13.2. Again, there will be a need for further work to consider what is required of developers in terms of delivering or funding transport infrastructure, including onsite and offsite walking/cycling infrastructure, and further consideration should be given to ensuring that growth is strategically distributed, for example focusing growth along key corridors associated with a modal shift opportunity, including around high quality bus services.

## 9.14. Water

- 9.14.1. The appraisal in Section 6 predicts a **'moderate or uncertain' negative effect** recognising that the borough is associated with sensitive water courses, chalk aquifers and certain wastewater treatment works known to have capacity issues; and also because the new proposed approach of higher rural growth could lead to challenges. Finally, it is noted that water supply / treatment and water environment constraints are referenced across a number of site-specific policies.

## 9.15. Overall conclusion

- 9.15.1. The appraisal does not predict any: significant positive effects but predicts a **moderate or uncertain positive effect** under three headings (accessibility, homes and economy). It then predicts a **moderate or uncertain negative effect** under six headings. There will be good potential to boost the performance of the plan subsequent to the current consultation, drawing upon consultation responses received. A range of recommendations are made as part of the appraisal above; however, it is recognised that local plan-making involves striking a balance between competing objectives.

### Cumulative effects

- 9.15.2. It is important to consider the 'cumulative effects' of the Local Plan coming forward alongside other Local Plans prepared by other authorities in the sub-region. This naturally feeds into the appraisal above but also warrants stand-alone consideration.
- 9.15.3. A headline issue is avoiding unmet housing needs and, in this light, whilst there is support for the Test Valley Local Plan providing for LHN in full, it will also be important to give ongoing consideration to the possibility of higher growth.
- 9.15.4. Subregional employment land needs, including in respect of B8 (warehousing and logistics) is potentially the second key consideration, but there is less in the way of clear evidence to suggest any unmet needs that should be a consideration for plan-making. Other matters are around planning for strategic transport corridors and the water environment, particularly planning for the sensitive Rivers Test / Itchen catchment.

## **Part 3: Next steps**

## 10. Plan finalisation

- 10.1.1. Subsequent to the current consultation consideration will be given to consultation responses received and further evidence-gathering / analysis and SA work will be undertaken as necessary, before the Council then prepares the Proposed Submission Local Plan for publication under Regulation 19 of the Local Planning Regulations. The formally required SA Report will be prepared for publication alongside, essentially tasked with presenting an appraisal of “the plan and reasonable alternatives”.
- 10.1.2. Once the period for representations on the Local Plan / SA Report has finished the intention is to submit the plan for examination in public alongside a summary of the main issues raised through the Regulation 19 publication period. The Council will also submit the SA Report.
- 10.1.3. At examination one or more Government-appointed Inspector(s) will consider representations before identifying modifications necessary for soundness. Modifications will then be prepared (alongside SA if necessary) and subjected to consultation (alongside an SA Report Addendum if necessary).
- 10.1.4. Once found to be ‘sound’ the Local Plan will be adopted. At the time of adoption a ‘Statement’ must be published that sets out (amongst other things) “the measures decided concerning monitoring”.

## 11. Monitoring

- 11.1.1. The SA Report must present “measures envisaged concerning monitoring”.
- 11.1.2. This current report is not the formal SA Report (rather, it is an ‘interim’ report); however, on the basis of the appraisal presented in Section 9 it is suggested that early consideration might be given to monitoring indicators in respect of employment land and GTSS supply, as these are two areas where up-to-date data on need vs supply is crucial to inform strategy / plan-making.

# Appendix I: Regulatory requirements

As discussed in Section 1, Schedule 2 of the Environmental Assessment of Plans Regulations 2004 explains the information that must be contained in the SA Report. However, interpretation of Schedule 2 is not straightforward. Table A links the structure of this report to an interpretation of Schedule 2, whilst Table B explains this interpretation (N.B. this current report is an Interim SA Report, as opposed to the SA Report, but nonetheless aims to present the information required of the SA Report). Table C then presents a discussion of more precisely how the information in this Interim SA Report reflects the requirements for the SA Report.

**Table A:** Questions answered by this Interim SA Report, in-line with an interpretation of regulatory requirements

Questions answered		As per regulations... the SA Report must include...
<b>Introduction</b>	What's the plan seeking to achieve?	<ul style="list-style-type: none"> <li>An outline of the contents, main objectives of the plan and relationship with other relevant plans and programmes</li> </ul>
	What's the sustainability 'context'?	<ul style="list-style-type: none"> <li>Relevant environmental protection objectives, established at international or national level</li> <li>Any existing environmental problems which are relevant to the plan including those relating to any areas of a particular environmental importance</li> </ul>
	What's the SA scope?	<ul style="list-style-type: none"> <li>Relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan</li> <li>The environmental characteristics of areas likely to be significantly affected</li> <li>Any existing environmental problems which are relevant to the plan including those relating to any areas of a particular environmental importance</li> </ul>
	What are the key issues and objectives that should be a focus?	<ul style="list-style-type: none"> <li>Key environmental problems / issues and objectives that should be a focus of (i.e. provide a 'framework' for) assessment</li> </ul>
<b>Part 1</b>	What has plan-making / SA involved up to this point?	<ul style="list-style-type: none"> <li>Outline reasons for selecting the alternatives dealt with (and thus an explanation of the 'reasonableness' of the approach)</li> <li>The likely significant effects associated with alternatives</li> <li>Outline reasons for selecting the preferred approach in-light of alternatives assessment / a description of how environmental objectives and considerations are reflected in the draft plan</li> </ul>
<b>Part 2</b>	What are the SA findings at this current stage?	<ul style="list-style-type: none"> <li>The likely significant effects associated with the draft plan</li> <li>The measures envisaged to prevent, reduce and offset any significant adverse effects of implementing the draft plan</li> </ul>
<b>Part 3</b>	What happens next?	<ul style="list-style-type: none"> <li>A description of the monitoring measures envisaged</li> </ul>

**Table B: Interpreting Schedule 2 and linking the interpretation to the report structure**

Schedule 2	Interpretation of Schedule 2		
The report must include...	The report must include...		
(a) an outline of the contents, main objectives of the plan and relationship with other relevant plans and programmes;	An outline of the contents, main objectives of the plan and relationship with other relevant plans and programmes	i.e. answer - <i>What's the plan seeking to achieve?</i>	
(b) the relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan	Any existing environmental problems which are relevant to the plan including, in particular, those relating to any areas of a particular environmental importance	i.e. answer - <i>What's the 'context'?</i>	i.e. answer - <i>What's the scope of the SA?</i>
(c) the environmental characteristics of areas likely to be significantly affected;	The relevant environmental protection objectives, established at international or national level		
(d) any existing environmental problems which are relevant to the plan or programme including, in particular, those relating to any areas of a particular environmental importance, such as areas designated pursuant to Directives 79/409/EEC and 92/43/EEC;	The relevant aspects of the current state of the environment and the likely evolution thereof without implementation of the plan'	i.e. answer - <i>What's the 'baseline'?</i>	
(e) the environmental protection objectives, established at international, Community or Member State level, which are relevant to the plan and the way those objectives and any environmental considerations have been taken into account during its preparation;	The environmental characteristics of areas likely to be significantly affected		
(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;	Any existing environmental problems which are relevant to the plan including, in particular, those relating to any areas of a particular environmental importance	i.e. answer - <i>What are the key issues &amp; objectives?</i>	
(g) the measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan;	Key environmental problems / issues and objectives that should be a focus of appraisal		
(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	An outline of the reasons for selecting the alternatives dealt with (i.e. an explanation of the 'reasonableness of the approach')	i.e. answer - <i>What has Plan-making / SA involved up to this point?</i> [Part 1 of the Report]	
(i) a description of the measures envisaged concerning monitoring.	The likely significant effects associated with alternatives, including on issues such as... ... and an outline of the reasons for selecting the preferred approach in light of the alternatives considered / a description of how environmental objectives and considerations are reflected in the draft plan.		
	The likely significant effects associated with the draft plan	i.e. answer - <i>What are the assessment findings at this current stage?</i> [Part 2 of the Report]	
	The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects of implementing the draft plan		
	A description of the measures envisaged concerning monitoring	i.e. answer - <i>What happens next?</i> [Part 3 of the Report]	

**Table C: 'Checklist' of how and where (within this report) regulatory requirements are reflected.**

Regulatory requirement	Information presented in this report
<b>Schedule 2 of the regulations lists the information to be provided within the SA Report</b>	
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;	The SA scope – in terms of key sustainability issues and objectives, including accounting for evolution of the baseline without the plan – is then discussed within the appraisal sections as appropriate, i.e. in light of the options and proposals that are a focus of the appraisal.
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) fed into the 'SA framework', which is presented within Section 3. Also, information on the SA scope is presented as part of appraisal work in Sections 6 and 9. With regards to explaining " <i>how... considerations have been taken into account</i> ", Section 7 explains reasons for supporting the preferred option, i.e. how/why the preferred option 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 various effect characteristics.
g) The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects on the environment of implementing the plan...	Section 9 presents recommendations but perhaps more importantly flags 'tensions' that can be a focus of further work ahead of plan finalisation.
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;	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. Section 7 explains 'reasons for supporting the preferred approach', i.e. explains how/why the preferred approach is justified in-light of the alternatives / scenarios appraisal. Methodology is discussed at various places, ahead of presenting appraisal findings.
i) ... measures envisaged concerning monitoring;	Section 11 presents this information.
j) a non-technical summary... under the above headings	The NTS is presented separately.
<b>The SA Report must be published alongside the draft plan, in-line with the following regulations</b>	
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...	This Interim SA Report is published alongside the Draft Local Plan in order to inform the consultation and then subsequent plan finalisation.
<b>The SA Report must be taken into account, alongside consultation responses, when finalising the plan.</b>	
The environmental report prepared pursuant to Article 5 [and] the opinions expressed pursuant to Article 6... shall be taken into account during the preparation of the plan... and before its adoption or submission to the legislative procedure.	This Interim SA Report will be taken into account when finalising the plan for publication (see Section 10).

