

Draft Test Valley Local Plan 2040 Regulation 18 Stage 2

January 2024

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Chapter 1: Introduction

- 1.1 The context for preparing the Test Valley Local Plan 2040 (LP40) is a challenging one, as there have been recent changes to how we live, work and what is considered important to our communities. Countering our changing climate, the evolving national legislation on changes to the planning system, an unstable economy and the need to protect and improve our environment will need to be taken account of and significantly shape the Local Plan 2040.
- 1.2 Our evidence base will need to take into account the impacts of the pandemic and other possible longer term changes, to things like working patterns, travel and consumer behaviour. We will need to respond and adapt to these challenges and whilst they can have a positive impact for all our communities, they will be complex challenges. The Council will need to take into account the most up-to-date information at each stage of the Local Plan.
- 1.3 Fundamental to preparing the Local Plan, is our consideration of the local issues and challenges that are specific to Test Valley which we will need to address. Test Valley is one of the larger boroughs in Hampshire and is predominantly rural in character. There are a few large cities or towns surrounding Test Valley, including the presence of Southampton City adjacent to our southern boundary which can create development pressure in this area. The market towns of Andover and Romsey provide key centres in the north and south of the borough for our communities. They are surrounded by countryside which accommodates a dispersed variety of villages and settlements. At the centre of the borough is Stockbridge, on the River Test, which serves as a centre for many of our more rural communities.
- 1.4 There is a strong local economy in Test Valley with a range of economic opportunities across diverse sectors, and a number of large employers. Our rural and visitor economies play a key role. Test Valley is an attractive location to employers. It is well connected by rail and road to London, the midlands, the south coast and the west country. There are a number of major business parks in Andover, Romsey and Nursling and Rownhams, providing offices, manufacturing and warehousing. This includes the University of Southampton Science Park at Chilworth, a centre for research and innovation.
- 1.5 Test Valley has a rich variety of high-quality landscapes and habitats, including farmland, woodlands, chalk downland and river valleys. Test Valley also includes part of the North Wessex Downs National Landscape (a designated Area of Outstanding Natural Beauty), to the North of Andover, a small part of the New Forest National Park in the south west of the Borough

and there are numerous rivers, tributaries, rivulets and chalk streams across the borough.

What is a Local Plan?

- 1.6 The Test Valley Local Plan 2040 will provide a planning policy framework for the future of the borough, and more specifically, for how we intend to deliver sustainable development, which is at the heart of the planning process. It will set out planning policies which will be used as the starting point for determining planning applications. When adopted, it will replace the Revised Local Plan 2016.
- 1.7 The Local Plan 2040 will play a key role in delivering the Council's priorities as set out in the four-year (corporate) Plan 2023-27. The four-year (corporate) plan sets a community focus for delivering our borough wide and community priorities.
- 1.8 The Local Plan 2040 will set out the level of new homes, jobs and infrastructure to be provided in order to support the borough's communities and meet their future needs, whilst also protecting the local environment. It will plan and create the right conditions for the delivery of infrastructure to help meet community needs.
- 1.9 The Local Plan 2040 will relate to both strategic issues, such as the amount of growth proposed, how it is distributed, and how the borough moves towards achieving carbon neutrality, through to more detailed issues, such as the design and layout of new developments and how environmental assets are to be protected. It will also help to implement the spatial aspects of the Council's priorities and delivery of infrastructure, as set out in the four-year (corporate) plan.
- 1.10 In order to deliver the Local Plan 2040, partnership and collaborative working with many stakeholders including both public agencies and private sector will be necessary. There are also some risks to delivery that are outside of our control. In preparing the Local Plan 2040, we will consider how we can incorporate flexibility and resilience into our strategy and policies. There will be a need to monitor the implementation of the Local Plan 2040 and manage its effectiveness including through future Local Plans.
- 1.11 The Test Valley Development Plan currently comprises Adopted Revised Local Plan 2016, which will be replaced by the Local Plan 2040 on Adoption, along with the Adopted Hampshire Minerals and Waste Local Plan 2013 and a number of made Neighbourhood Plans. See Figure 1.1.

- 1.12 The Local Plan 2016 reached the five-year anniversary of its adoption on 27 January 2021. The Council is legally required to review its local plan five years from adoption to ensure that policies remain relevant. This does not mean that a new local plan needs to be adopted within five years, but that the review should either be underway or have been triggered, depending on the issues. We therefore undertook a review of the Adopted Local Plan 2016 to ensure its policies remain effective and to identify any areas which need to be reviewed.
- 1.13 The review concluded that the spatial strategy is considered to remain sound, and that planning policies remain up to date and continue to provide a robust basis for decision making in the determination of planning applications. The review was approved by the Council's Cabinet on 10 March 2021. This demonstrates that whilst the new Local Plan 2040 is being prepared, the Council's existing Adopted Local Plan 2016 still provides a robust basis for decision making on planning applications.

Figure 1.1: Test Valley Development Plan
To be added

- 1.14 A small area of the borough is within the New Forest National Park. The New Forest National Park Authority is responsible for planning of this part of the Borough, with the Adopted New Forest National Park Local Plan 2016-2036 forming the Development Plan for this area.
- 1.15 Neighbourhood Plans provide an opportunity for parishes and local communities to plan for their local community and reflect their aspirations for their area. Neighbourhood Plans must be prepared in general conformity with the strategic policies currently set out in the Adopted Revised Local Plan 2016, however this will change to the Local Plan 2040 once adopted. The Council will continue to provide and increase support for communities wishing to prepare a neighbourhood plan.
- 1.16 Other local planning policy documents can be prepared by the Council, such as Supplementary Planning Documents (SPDs) and Village Design Statements. Supplementary Planning Documents can help to provide further guidance regarding strategic policies set out in a Local Plan. The Council already has several SPDs in place and these will remain in use if they are based on a strategic policy in the Local Plan 2040 on Adoption, if not the Council may seek to review these SPDs. Village Design Statements can be prepared by parishes and residents in consultation with the Council, to provide guidelines for developments to be in keeping with the village's essential character.

How the Local Plan fits with the Four-year (corporate) Plan

- 1.17 Our Four year (corporate) Plan 2023-2027 ‘A Place for Everyone – Supporting our Communities to Thrive’ was approved in April 2023, setting our vision and strategic priorities for 2023-2027.
- 1.18 Our strategic priorities are:
- a. **Sustainability** – delivering lasting benefits for our communities
 - b. **Connection** – building upon the identity, strengths and ambitions of our communities
 - c. **Environment** – a greener borough for our communities
 - d. **Inclusion** – working together to create opportunities for our communities
 - e. **Prosperity** – economic growth that impacts positively on our communities
- 1.19 We recognise that our communities have varying needs and our approach to delivering our priorities will need to be tailored to reflect this. The Four-year (corporate) Plan 2023-27 splits Test Valley into three place-based areas reflecting the varying needs of the borough’s communities. These are:
- Andover and Romsey
 - Chilworth, North Baddesley, Nursling and Rownhams and Valley Park,
 - Villages and Rural Area
- 1.20 The strategic priorities are embedded within the Local Plan 2040. The delivery of the Local Plan 2040 takes forward the place-based approach to working with our communities as set out in the Four- year (corporate) Plan 2023-27.

How the Local Plan fits with the Climate Emergency Action Plan

- 1.21 Climate change is one of the greatest challenges we face. The Government has set a statutory target for the country to achieve net zero carbon emissions by 2050. Reflecting this, the Council declared a climate emergency in September 2019 and approved its first Climate Emergency Action Plan¹ (CEAP) in 2020.
- 1.22 Our Four-year (corporate) Plan 2023-27 identifies tackling climate change as important to our communities. A new Climate Emergency Action Plan will be prepared to set out the positive action the Council will take to becoming a

¹ Available:

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

carbon neutral organisation as soon as possible but also to show how we will work with our communities to help them decarbonise.

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

How the Local Plan fits with the Town Centre Masterplans

- 1.24 Masterplans have been approved by the Council for Andover and South of Romsey Town Centres. These Masterplans set out objectives and specific projects to aid regeneration of the town centres. Both Masterplans have an emphasis on introducing a wider range of mixed uses within the town centres and were informed by extensive public engagement and consultation.
- 1.25 Future-proofing Andover and Romsey Town Centres to create cultural, adaptable, diverse and vibrant centres is a key matter to be addressed in the Local Plan 2040. The Local Plan 2040 will be a mechanism to help set out and deliver our long-term strategic overview of what is needed to regenerate these town centres. The respective Masterplans are mechanisms to aid delivery of specific projects and will be supported by ongoing co-operation with key partners and delivery bodies.
- 1.26 Both towns have established partnerships between residents, community groups, businesses and public bodies; these are Andover Vision and Romsey Future. The Council will continue to engage with Andover Vision and Romsey Future regarding the delivery of regeneration.

How the Local Plan fits with the Statement of Community Involvement

- 1.27 Effective engagement and consultation are key to ensuring the Local Plan 2040 takes account of what is important to our communities and stakeholders. To do this, our communities and stakeholders need to understand how to get involved and express their views. Our Statement of Community Involvement (SCI) (2023) describes how they can get involved in the plan-making process. This includes Local Plans and Neighbourhood Plans, and the various methods the Council will use and consider in undertaking public consultation.

- 1.28 The consultation undertaken for the Local Plan 2040, has to be undertaken in accordance with the SCI, as this is a legal requirement. The Coronavirus pandemic restrictions have had an impact on how we consult and the ability of our communities and stakeholders to get involved. The ways we consult have been adapted to reflect this which is set out in the updated Statement of Community Involvement adopted in January 2023.

Progress of the Local Plan 2040

- 1.29 The current Local Plan 2011-2029 was adopted in January 2016. The Council commenced preparation of the Local Plan 2040 back in 2018, with two informal and one formal stages of public consultation having taken place.
- 1.30 The first stage of public consultation was undertaken on an 'Issues and Options' document in the summer of 2018 which aimed to seek views on issues that the borough, and those who live and work in Test Valley will face in the future, together with how best to deal with them. This has helped us to better understand what our communities see as the key planning issues going forward.
- 1.31 The second stage of public consultation was a 'Refined Issues and Options' document in summer of 2020 which sought to build upon the outcomes of the initial consultation and to also recognise and take account of recent key changes and trends through presenting more detailed and specific policies and proposals. The comments received have helped us to develop and draft more detailed policies and proposals.
- 1.32 The third stage of public consultation was a 'Regulation 18 Stage 1' document in winter-spring of 2022 which sought to provide proposals on solely strategic matters. These matters sought to address the strategic priorities for Test Valley firstly by setting out our draft vision and objectives which guide the Local Plan's policies and proposals, and then by setting out our draft spatial strategy which guides the distribution and type of developments. Following on from this, our draft strategic proposals were explained, including achieving high quality design, a net zero carbon future, supporting regeneration of our town centres, ensuring sufficient provision to meet our needs for housing, employment, infrastructure alongside conserving and enhancing the natural, built and historic environment.
- 1.33 The next step is our Regulation 18 Stage 2 public consultation which, is a comprehensive draft. This includes all strategic matters set out in the Regulation 18 Stage document, which have been developed taking into

account your comments, further evidence and detailed proposals for our site allocations and theme-based policies.

- 1.34 Our approach to preparing the Local Plan 2040 builds upon the Council's commitment to greater engagement and partnership working with local communities. The two stage Regulation 18 public consultation has sought to get communities' views upon strategic matters first which have feed into the detailed assessment of sites and theme-based policies.
- 1.35 We have published a Consultation Statement alongside the Local Plan 2040 setting out a summary of the comments we received on the Regulation 18 Stage 1. We received a range of comments with a mixture of support and suggestions on alternative proposals the Council could take. The comments have been taken into account in preparing this draft of the Local Plan 2040.
- 1.36 The timetable for the Local Plan 2040 is set out in Figure 1.2, which is also set out in our Local Development Scheme.

Figure 1.2.: Local Plan 2040 Timescale.

Consultation on Regulation 18, Stage 1 (2022 Q1)

Consultation on Regulation 18, Stage 2 (2024 Q1)

Consultation on Regulation 19 (2025 Q1)

Submission (2025 Q2)

Examination (2025 Q3)

Adoption (2026 Q2)

- 1.37 Following public consultation, we will consider your comments and undertake and collate further evidence where needed, in order to inform and prepare our final draft of the Local Plan 2040. This will be our Regulation 19 document. All comments made on the Local Plan 2040 at the Regulation 19 stage will be collated and submitted alongside the Local Plan 2040 to the Secretary of State for Examination. Once the draft Local Plan 2040 has been submitted, the timescale is subject to the Planning Inspectorate.
- 1.38 A draft Policies Map is provided alongside the Local Plan 2040. Some of our policies require site or designation boundaries to be set out which are shown on the draft Policies Map and associated Inset Maps.

Plan Period

- 1.39 The plan period is the timescale that the local plan policies cover, particularly in terms of the amount of development needed. Adopted local plans are reviewed before the end of their plan period and therefore we cannot start the timeframe for this Local Plan 2040 at the end of the plan period of the current Adopted Local Plan 2029, as we need to make sure there is an overlap in timescales, to avoid a gap in the planning framework.
- 1.40 The current Local Plan (adopted January 2016) covers a plan period of 2011-2029. We are proposing the plan period for the Local Plan of 2020 to 2040. National planning policy is clear that the Council needs to look ahead over a minimum of 15 years from the date of adoption of the plan. We plan to submit the draft Local Plan 2040 in Quarter 2 of 2025. Reflecting the Government's continued aim of Local Planning Authorities having up to date plans in place, we are seeking to get the Local Plan 2040 adopted earlier than that set out in the Local Development Scheme.
- 1.41 Following Adoption of the Local Plan 2040, there is a national policy requirement for Local Plans to be reviewed five years after Adoption. This provides an opportunity to review whether the Local Plan is delivering on its priorities. The outcomes of the review will determine the next steps the Council will take in terms of either needing to proceed with a new Local Plan or continuing with the Local Plan 2040.

Evidence Base

- 1.42 The evidence base is used to help understand the background of any issues which a Local Plan needs to address. The evidence base is an important element for the justification for the Council's policies and proposals and will evolve throughout the preparation of the Local Plan 2040. Where appropriate, evidence base studies have and will be prepared jointly with neighbouring authorities.
- 1.43 The time period for the production of our evidence base is dependent upon available data both in regard to the base date and the reliability of future forecasts. Ideally a consistent base date (start date) will be used for evidence base studies, which will be consistent with the start date of the plan period, of 2020. As we get further into the future, it can become more difficult to set out the level of certainty for our development needs.
- 1.44 The Council has prepared a number of evidence base studies to inform the policies and proposals within this Local Plan 2040. In addition, the Council has

prepared a series of Topic Papers to explain how the Council has derived the draft proposals and policies in the Local Plan 2040. These Topic Papers are based on a range of themes and will be updated as the Local Plan 2040 progresses.

- 1.45 There are a few appraisals or assessments that are critical to inform the preparation of the Local Plan 2040. These include the Sustainability Appraisal, the Habitats Regulations Assessment, and Equalities and Health Impact Assessments. These appraisals or assessments ensure sustainability is embedded within the Local Plan 2040, as well as ensuring the impacts from the proposals or policies in the Local Plan 2040 on protected habitats, equality and health are fully considered and reflected in the Plan.
- 1.46 The Sustainability Appraisal assesses the policy options that have been considered and sets out the main impacts that are expected to result from each of these options, including on the environment, communities and the economy. This helps to identify the preferred draft options that have then been incorporated into the Local Plan 2040. To assess these options, a sustainability framework has been prepared, informed by gathering background information about the area, so that key issues could be identified. From this, sustainability objectives have been established which are set out in the Sustainability Framework. These are different to the objectives for the Local Plan 2040 itself.
- 1.47 The Council published a Scoping Report² in 2020 which sets out our Sustainability Framework. This is the Sustainability Framework which has and will be used to assess our policy options for inclusion in the Local Plan 2040. We have undertaken a Sustainability Appraisal³ to inform the Local Plan 2040, which has considered and assessed potential policy options. Only policy options which have been considered reasonable for Test Valley have been assessed. The preferred policy options have been taken forward in the Local Plan 2040. The Sustainability Appraisal Report has been made available alongside the Local Plan 2040 and is part of the public consultation, along with the Equalities Impact Assessment and Health Impact Assessment.
- 1.48 The Council is also required to undertake a Habitats Regulations Assessment on the Local Plan 2040. This assesses whether the Local Plan 2040 proposals could significantly harm the designated features of protected sites identified by the Conservation of Habitats and Species Regulations 2017 (as amended) which comprise of Special Areas of Conservation and Special Protection Areas. The Council commissioned consultants to undertake this assessment

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

3 Sustainability Appraisal Main Report for the Test Valley Local Plan: Regulation 18 Stage 1

which has informed the preparation of draft policies and proposals for inclusion in the Local Plan 2040. The Habitats Regulations Assessment Reports have been made available alongside the Local Plan 2040 and are part of the public consultation.

How to Comment

- 1.49 We are inviting and welcome comments on the draft policies and proposals set out in the Local Plan 2040 Regulation 18 Stage 2. This will help us to refine these policies and proposals and inform the Regulation 19 stage.
- 1.50 Comments on the Local Plan 2040 are invited during a X-week period, which runs from **XX to XX 2024**. Comments should be submitted to the Planning Policy and Economic Development Service. They need to be made in writing and directed to:
- Email: planningpolicy@testvalley.gov.uk
- Post: Planning Policy and Economic Development
Test Valley Borough Council
Beech Hurst
Weyhill Road
ANDOVER
SP10 3AJ
- 1.51 If you have any queries on the content of this document, please contact the Planning Policy and Economic Development Service using the above email address or via 01264 368000.
- 1.52 In your response, please provide your name, and postal or email address. If you are responding on behalf of someone else, please also provide the name of the individual or organisation.
- 1.53 If you respond to this consultation, we will keep you informed of future consultation stages unless you advise us that you want to opt out of such communications.
- 1.54 All consultation responses will be made publicly available in due course following the end of the consultation. If you are responding as an individual, rather than as an organisation, we will not publish your contact details (email/postal address and telephone number) or signatures.
- 1.55 Some of the content of this document goes into a level of detail or uses phrases which planners need to cover in order to refer to the correct technical

terminology. If you are uncertain about the meaning of anything, or would like further explanation of the meaning, please contact us.

Next Steps

- 1.56 Following public consultation on the Local Plan 2040, we will process and review the consultation outcomes and comments to inform the preparation of the Regulation 19 stage. We will finalise our evidence base to support proposals and policies to be included in the Local Plan 2040 Regulation 19. We will be consulting on our Local Plan 2040 Regulation 19 by the end of Q1 2025.

Chapter 2: Vision, Key Challenges and Objectives

Overview

- 2.1 Central to preparing the Local Plan is understanding the key challenges and opportunities facing the borough and our communities, which in turn informs the Plan's Vision and Objectives. Part of this, is the changing national and regional policy context which preparation of the Plan must take into account.
- 2.2 This Section is structured as follows:
- The **National and Regional planning context** under which this Local Plan is being prepared is summarised. This explains how the 'Duty to Cooperate' has been met.
 - The **Vision** summarises the Council's aspirations for the borough and projects this over the plan period. It describes the broad overarching and ambitious philosophy of the plan.
 - The **Objectives** set out our planning priorities for Test Valley reflecting the challenges we face and the issues that resonate with our communities, as identified in consultation responses. They provide the connection between how we will deliver the Vision through providing specific priorities for the plan's policies.

National Planning Policy and Guidance

- 2.3 We must frame our Local Plan, and our Vision and Objectives against national planning guidance. The National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG) provide guidance for the preparation of local plans. They set out key national priorities that must be taken into account in the preparation of local plans and when determining planning applications. The NPPF requires that all development needs are met in the Local Plan, in terms of homes, commercial development, and the provision of supporting infrastructure, facilities and services, in a sustainable manner.
- 2.4 At the heart of the NPPF is a presumption in favour of sustainable development. This reflects the requirement, in the Planning and Compulsory Purchase Act 2004 (as amended), that Local Plans are prepared with a view to '*contributing to the achievement of sustainable development*'⁴. It confirms that the planning system has three overarching and interdependent objectives; economic, social and environmental. The NPPF definition of sustainable

⁴ Planning and Compulsory Purchase Act 2004 (as amended) Section 39(2).

development states that '*sustainable development is development that meets the needs of the present without comprising the ability of future generations to meet their own needs*'.⁵

- 2.5 The Government identifies the tests which the Local Plan will be assessed against. The tests ensure Local Plans can be considered 'sound' and thus Adopted. For the Local Plan 2040 to be 'sound', we must demonstrate the following tests have been met:
- Positively prepared and based on a strategy which seeks to meet objectively assessed development and infrastructure requirements for its area, including any unmet requirements from neighbouring authorities, and that is consistent with achieving sustainable development.
 - Justified in that it must set out an appropriate strategy (when considered against reasonable alternatives) which is based on proportionate evidence.
 - Effective – the plan should be deliverable over its period and based on effective joint working on cross-boundary strategic priorities.
 - Consistent with national policy to enable the delivery of sustainable development in accordance with the policies in the NPPF.
- 2.6 In August 2020, the Government published 'Planning for the Future' White Paper which sought views on a number of packages regarding proposals for reform of the planning system in England, to streamline and modernise the planning process. This has been followed by the Levelling-up and Regeneration Act 2023 which takes forward reforms to deliver the Government's intent to streamline the planning process.
- 2.7 The Levelling-up and Regeneration Act 2023 is aiming to shorten the length of time Local Plans take to be prepared to within a 30 month period, including streamlining evidence requirements. This includes introducing new National Development Management Policies (to sit alongside a slimmed down NPPF) so Local Plans can focus on specific localised issues. Before the new planning system can be implemented, the Government intends to consult on further guidance over the next 18 months with the new system being implemented from 30 June 2025.
- 2.8 The Government have published a new NPPF as of December 2023. The draft Local Plan 2040 takes account of this version of the NPPF.

⁵ Brundtland Commission definition as per Resolution 442/187 of the United Nations General Assembly and referenced at paragraph 7 in the NPPF

- 2.9 The Government have provided transitional arrangements to set out when the new planning system will apply to the preparation of Local Plans. This Local Plan 2040 is being prepared under the current system and the timetable we have provided is in line with Government's transitional arrangements to be tested under the current system.
- 2.10 We do have some further certainty of how the Government intends to change the planning system and the timescale for delivering this. However there are still a number of steps the Government needs to undertake for the new planning system to be implemented by 30 June 2025 and therefore there is still a risk this could change. If there are other potential changes, this could present significant risk to the preparation of the Local Plan 2040. If this were to take place, we may need to pause plan preparation and consider any implications for the Local Plan 2040.
- 2.11 At the same time as progressing potential planning reforms, the Government is encouraging local planning authorities to continue reviewing and updating their local plans and to not await the outcome of the reform proposals.
- 2.12 We want to ensure the preparation of the Local Plan 2040 is informed by appropriate evidence, which takes time to collate, and understand and provide plenty of opportunities for public consultation to gain the views of our communities. It is important that we listen and consider the views of our communities and evidence to ensure the Local Plan 2040 reflects these but at the same time ensuring we can meet the tests to demonstrate a 'sound' Local Plan. Nonetheless, we are making significant progress towards having a final draft Local Plan 2040 (which is the Regulation 19 stage) which we are aiming to go for public consultation by the end of Quarter 1 2025.
- 2.13 Whilst the Local Plan 2040 is being prepared, the Council's existing Adopted Local Plan 2016 still provides a robust basis for decision making on planning applications. This was demonstrated through the Council's five-year review of the Adopted Local Plan 2016.
- 2.14 The Environment Act 2021 became law in November 2021 and covers a range of topics linked to the protection and improvement of the natural environment. The preparation of the Local Plan 2040 will need to accord with this Act with many of the topics needing to be addressed in the Local Plan 2040, such as water resources, air quality and biodiversity, and nature recovery. Further guidance has been published in November 2023 with

additional guidance likely to come. This supports the implementation of the provisions of this Act.

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

Regional Context and the Duty to Cooperate

- 2.16 National policy places a duty on local planning authorities to co-operate with external organisations and stakeholders on strategic matters that cross over boundaries, such as transport corridors, infrastructure projects, or housing needs.
- 2.16 We are engaging with external organisations and stakeholders, including statutory consultees, such as Hampshire County Council and Natural England through the preparation of the Local Plan 2040. This will help to ensure the Local Plan 2040 is informed by the expertise, priorities and requirements of other key agencies and authorities on strategic or cross boundary matters. This also provides opportunities for coordinated delivery of projects, policy and infrastructure.
- 2.17 We are also engaging with all our neighbouring authorities. These are shown in Figure 2.1. The Council also works collectively with authorities across South Hampshire, including Hampshire County Council, through the Partnership for South Hampshire (PfSH) voluntary partnership⁶ on a range of strategic planning matters, including on a joint evidence base. A Spatial Position Statement (SPS) for the sub-region, for the period to 2036, together with providing an overall vision and strategic direction covering the period to 2050, was published in December 2023.
- 2.18 The SPS sets out the current level of housing need and supply in South Hampshire. Whilst it identifies a supply shortfall in meeting housing needs across South Hampshire, this reflects the fact that a number of Local Plans are at the early stages of plan preparation. As individual Local Plans progress, each Local Planning Authority will consider whether they can meet their need. The SPS will be updated to reflect this in the future.

⁶ Test Valley is part of the PfSH Partnership together with East Hampshire, Eastleigh, Fareham, Gosport, Hampshire County, Havant, New Forest, Portsmouth, Southampton, and Winchester Councils and New Forest National Park.

- 2.19 In the SPS, broad areas of search are identified which could be considered in the future to help address any remaining shortfall in supply. Whether these sites are progressed, is to be considered and decided by each of the individual Local Planning Authorities through the preparation of the respective Local Plan.
- 2.20 The Council will continue to work closely with Basingstoke and Deane, Rushmoor and Hart councils and build on the collective narrative for North Hampshire which was endorsed by the Council Cabinet on 27 October 2021. This identifies each authority's existing plans for growth and identifies opportunities and issues to achieve those aspirations. It demonstrates joint commitment by the Council and the other authorities on co-operation at a strategic level on planning matters and sets out joint support for any future bids for external funding that may arise.
- 2.21 The Duty to Cooperate Topic Paper summarises the engagement the Council has undertaken with external organisations, stakeholders and neighbouring authorities. It sets out the strategic cross boundary matters which we have worked together on. These are:
- Helping to meet housing needs across South Hampshire
 - Helping to meet employment needs across North and South Hampshire
 - The cumulative impacts of residential development on the international nature conservation designations of the New Forest, the Solent, and Salisbury Plain
 - The cumulative impacts of additional nutrient input from new development on the Solent, River Avon and River Itchen
- 2.22 This has informed the policies within the draft Local Plan 2040 and provides evidence that the Council has met the legal duty.

Figure 2.1: Map showing Neighbouring Authorities



Vision

- 2.23 The **Vision** summarises the Council's aspirations for the borough looking towards the end of the plan period, 2040. It describes the broad overarching and ambitious aims of the Plan. It provides a balance of being aspirational, whilst also being realistic and recognising what is distinctive about Test Valley borough.

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

Providing access to good quality homes that will meet a range of needs and aspirations, including affordable housing. Countering our changing climate through mitigation and adaptation and delivering well designed developments to a high standard that encourage inclusivity, health and

security. High quality of life will be experienced by our communities, and they will enjoy a strong sense of identity. Development will take place in sustainable locations and support the delivery of infrastructure.

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

Our diverse natural, built and cultural resources will be safeguarded for future generations to enjoy including access to our outstanding countryside. The character of our individual settlements will be maintained and their sense of place enhanced. The market towns of Andover and Romsey will have thriving town centres, offering high quality connected green and public spaces and a mix of leisure, shopping and cultural facilities and homes, with sustainable transport connections.

Communities will be empowered to plan to meet the varying needs and priorities of their communities to help support their sustainability and vibrancy.

- 2.24 The Vision identifies the need to deliver the homes, employment and supporting infrastructure that will be needed to support our community's requirements, whilst balancing the protection and enhancement of our precious and unique natural assets and distinctive heritage which our communities highly value. It embeds our corporate strategic priorities of delivering lasting benefits for our communities, building on our identify, tackling climate change and supporting economic growth.
- 2.25 The Vision recognises the diverse nature of the borough and the varying needs of our communities in our larger settlements such as Andover and Romsey compared to our more rural communities. This embraces the approach of the Four-year (corporate) Plan 2023-27 recognising there are varying needs, the Local Plan is tailored to reflect this.

Objectives and Challenges

- 2.26 The starting point for developing our objectives has been to identify and consider the key challenges and opportunities Test Valley faces. Addressing these in our objectives will ensure a framework is provided for our policies to

collectively help address these. We have also considered what is important to our communities and how we meet their needs, through the consideration of consultation responses, the local priorities set out in the Council's Four-year (corporate) Plan and national policy priorities.

- 2.27 The draft objectives are set out by theme. They focus on what could be improved about living and working in Test Valley and our aspirations for the future of the Borough.
- 2.28 The draft objectives were set out in the Regulation 18 Stage 1 document. They have been amended to reflect comments we've received and our new Four-year (corporate) Plan 2023-27.

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

- 2.29 Climate change is one of the greatest challenges which we face. The Government's statutory target for the country to achieve net zero carbon emissions by 2050 and requirements in national planning policy for Local Plans to mitigate climate change emphasise the importance of Local Plans playing a fundamental role in addressing this challenge. The Council's Climate Emergency Action Plan (CEAP) confirms this, in establishing the key role the Local Plan 2040 can make to influencing our impact on our changing climate. It is likely national policy will evolve over the preparation of the Local Plan 2040, which we will need to take account of.
- 2.30 The Local Plan 2040 will have an impact on cutting our emissions through minimising the impact development has on emissions and adaptation to manage impacts. It is fundamental this objective is embedded in the Local Plan 2040. Consultation responses and the Four-year (corporate) Plan 2023-27 have confirmed this is a priority for our communities. The Local Plan 2040 influences the location, shape, design and orientation of development. It will facilitate and support sustainable transport modes, sources of energy used, reduce our vulnerability to weather conditions and flooding, integrate nature-based solutions and aid the transition to a low carbon economy. Collectively these can have a significant impact on reducing our emissions.

Our Communities

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

- 2.31 The sustainability of our communities is linked to their ability of having easy and safe access (by active or sustainable modes of transport, where possible) to facilities, services and amenities to serve economic and social needs, including shopping, recreation, education, and employment.
- 2.32 Our Market Towns provide central hubs in the north and south of our borough, meeting many of the needs of our communities through a range of infrastructure, services and facilities. There is an opportunity to strengthen and enhance the roles of our Market Towns and ensure further growth is integrated. In our rural areas, sustainable access and the level of facilities and service varies between settlements. It can be a challenge to help sustain the range of existing facilities and infrastructure and to facilitate the enhancement of them is an even bigger challenge.
- 2.33 This objective is seeking to sustain and where possible, strengthen the sustainability of our communities and ensure lasting benefits are provided by new development for our communities. Consultation responses are supportive of this objective. Increase in population can help to sustain the vibrancy of our rural communities through helping to keep existing facilities and services to meet daily needs. Meeting daily needs is achieved through access to key services and facilities such as a food store, place of worship, community hall or meeting place, recreation ground or park, a public house and a primary school.
- 2.34 The Local Plan 2040 will play a role in helping to provide and facilitate new infrastructure that supports a healthy lifestyle.
- 2.35 The Local Plan 2040 is seeking to strengthen the role of community-led planning through supporting communities to bring forward locally-driven schemes through the use of community planning tools such as Neighbourhood Plans. These can deliver community benefits and support the delivery of more affordable housing in our communities. This has been highlighted as important to our communities in consultation responses.

Town Centres

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

- 2.36 The market towns of Andover and Romsey are unique, attractive and distinctive. Both town centres offer a mix of shopping, leisure, entertainment, employment, services, culture, open spaces, and heritage. They both have a wealth of listed buildings and benefit from conservation areas and river frontages. However, they also include areas (and in the case of Andover, some highway infrastructure) that are undervalued and under used, or which could be enhanced and better integrated within the town centre.
- 2.37 Across the country, the role of town centres is changing, and the retail sector in particular is facing challenges. Shopping activity and retail businesses have been impacted by the pandemic but also a change in shopping behaviours. On-line shopping and the growth in home delivery services, for example, have impacted footfall and shopping behaviour in many towns. Andover and Romsey will need to adapt over the plan period in order to maintain their vitality and prosperity, and likely in different ways. This presents both challenges and opportunities for the Local Plan 2040.
- 2.38 There is also growing evidence that people increasingly visit town centres to enjoy wider leisure and social experiences rather than solely for shopping or necessity purposes. Our high streets can build in resilience and capitalise on these changing behaviours, by offering a more varied mix of uses and activities than they might have in the past. Digital innovation and technology may also play a larger role in how people interact with their town centres and retail providers in future.
- 2.39 The future of our town centres is identified as a key theme in consultation responses, as is supporting the vibrancy and resilience of our town centres.
- 2.40 Regeneration of the town centres in line with the respective Andover and South of Romsey Town Centre Masterplans has already begun. The Masterplans are being delivered proactively, with our partners, key agencies and landowners. A key opportunity for the Local Plan 2040 is to help guide and enable the regeneration process over the lifetime of the plan.

Built, Historic and Natural Environment

Conserve and enhance the built, historic and natural environment, including local character, identity, cultural heritage, the variety of local

landscapes and the special landscape character of the Borough for everyone to enjoy.

- 2.41 The built environment and rich heritage within our towns, villages and rural areas is of a high quality, often enhanced by the attractive and varied wider landscape setting. The borough has many chalk streams, river valleys and floodplains, pockets of ancient and managed woodland, undulating chalk downland, and expanses of attractive farmland. There are 36 designated Conservation Areas, just under 2,100 listed buildings, 96 scheduled monuments⁷ and 8 registered local historic parks and gardens⁸ across the borough.
- 2.42 These many and varied characteristics mean that the borough's built and natural environment is highly desirable, valued and should be nurtured, as highlighted through consultation responses and the Four-year (corporate) Plan 2023-27. There is an opportunity for the Local Plan 2040 to deliver a positive strategy to protect, conserve and enhance the environment. However, there is always the challenge and pressure to meet the development needs of our communities and the impact this may have on the built and natural environment.

Ecology and Biodiversity

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

- 2.43 The borough has numerous areas of special ecological or habitat value and supports a wealth of species of flora and fauna, some of which have legal protection. This includes the Test and Itchen chalk rivers which provide a home for unique species. There is a pressing need to maintain, enhance and nurture our rich and varied biodiversity, particularly in the light of climate change, and the gradual loss of species and habitat that has taken place in the UK over several decades. This is important to our communities as highlighted through consultation responses.

⁷ The Hampshire Archaeology & Historic Buildings Record (Hampshire County Council)

⁸ The National Heritage List for England (Historic England)

- 2.44 The Environment Act 2021 introduces various changes to the legal framework for a range of environmental matters and sets out requirements for new development. The Act requires that new development both minimises any impacts on biodiversity and habitat and ensures that measurable biodiversity net gains are delivered. This will have very significant implications for biodiversity. This presents a challenge for the Local Plan 2040 in meeting these new requirements alongside responding to evolving legislation.
- 2.45 There will be opportunities for the Local Plan 2040 to encourage nature and increased biodiversity within many of our landscapes, streets, public spaces, parks, leisure facilities and open spaces. This will not only have ecological benefits but also on the health and wellbeing of our communities, and in helping to contribute towards climate change resilience and mitigation⁹.
- 2.46 The Local Plan 2040 will recognise the importance of local biodiversity as set out in the Environment Act 2021. Enhancement of resilient ecological networks, including all forms of green and blue infrastructure will be supported. Existing designated habitats need to be preserved, protected from harm and relieved of recreational pressures in order to support and maintain biodiversity.
- 2.47 The impact of nutrients on internationally designated nature conservation sites, including in and around the Solent is a challenge. The high levels of nitrogen and phosphorus entering the water environment has resulted in dense mats of green algae. This is having an impact on a wider scale than just Test Valley. Natural England have advised that new homes and overnight accommodation should achieve nutrient neutrality. This will ensure new development does not add to the existing nutrient levels. The Council is working with partners on a catchment basis to help ensure mitigation options are available to support the development needs of our communities.
- 2.48 Some areas of the borough have experienced periods of localised flooding, often associated with rising groundwater. This presents risks to the safety of residents and communities, businesses, wellbeing, ecology and habitat (for example, when associated with pollution to rivers or groundwater). This objective will seek to conserve and protect the natural environment and mitigate the risk of flooding and ensure a sufficient water supply.

2.49

⁹ For example, Building with Nature set out a standard and good practice for delivering greater biodiversity, wildlife and nature within new development and green infrastructure, see <https://www.buildingwithnature.org.uk/about>

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 and services. Work with the Council's partners to secure access to healthcare for all, including the Borough's most vulnerable residents.

- 2.50 Health and wellbeing in Test Valley is generally better than the national average, although there are some variations across the borough. The importance of our health and wellbeing has been heightened following the pandemic.
- 2.51 As a whole, the borough is not deprived, ranking in the 20% least deprived areas in the country¹⁰. It has an ageing population with 21% of the resident population estimated to be aged 65 and over¹¹ compared to the national average of 18%. This increases pressure on health and social care infrastructure. This is not just a local challenge but a national one too. Supporting our ageing population will require places that are accessible to all and ensure people living in our community have access to the services and facilities they need to reduce social isolation.
- 2.52 Test Valley has a vibrant range of arts, cultural and leisure facilities, theatres, galleries, museums and other amenities. Our towns, villages and rural communities host a variety of cultural and creative events which benefit the lives and wellbeing of our residents. The Council's support for cultural and arts provision in the borough is valued by our communities with key facilities provided at The Lights in Andover and the Plaza in Romsey.
- 2.53 Access to open spaces, the countryside, recreational and sports provisions is important to residents, and the pandemic has further highlighted how vital these provisions are to mental and physical health and wellbeing. The Council's sports and pitch strategies and public open space audits¹² provide detailed evidence about our sports and recreational infrastructure, needs and requirements. There is an opportunity in the Local Plan 2040 to protect and facilitate enhancement of these provisions and to improve access to our green spaces and facilities for everyone to enjoy.

10 2019 Indices of Multiple Deprivation assessment, Public Health England

11 2021 Census Data, Office for National Statistics (NOMIS)

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

- 2.54 Various emergency provisions and services (including the police and fire brigade) are essential to the safety, health and wellbeing of our communities and need to be planned for. These are forms of social and health infrastructure that contribute to the social sustainability of the borough's settlements and communities.
- 2.55 The Local Plan 2040 will help to encourage and facilitate healthy lifestyles. The delivery of health infrastructure will be reliant on partnership working with many other stakeholders, in particular the Hampshire and Isle of Wight Integrated Care Board, Hampshire County Council, the National Health Service.

Design

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

- 2.56 Test Valley benefits from a rich variety of landscapes, towns, villages and buildings. Development will need to respect and enhance our built and natural environment for future generations to enjoy, whilst contributing to the delivery of healthy, inclusive, resilient and attractive places. Design plays a key role in tackling these challenges and delivering development that can support and celebrate nature and biodiversity, enhancing and creating high quality accessible places for those who live and work in them and in countering climate change through creating buildings that are durable, flexible and built for life. Consultation responses are supportive of this objective.
- 2.57 In recent years, national policy and guidance has attached increasing weight to the role of good design in planning. The National Design Guide, National Model Design Code and recent reports of the Building Better, Building Beautiful Commission all set out guidance on how to ensure high quality design. This includes the use of design principles and standards in planning policies and decision making, including through the use of design codes, masterplans and design briefs.

Housing

Provide a range of homes that are fit for purpose and designed to meet the needs and aspirations of different groups within the community,

including a range of affordable housing and homes that meet the needs of an ageing population.

- 2.58 National policy requires local housing needs to be planned for within local plans, based on the nationally set 'standard method'. For Test Valley, the local housing need figure is currently 550 homes per annum, which provides the minimum housing need to be identified in the Local Plan 2040. The identification of an appropriate and continuous supply of land for new homes to meet our needs will need to be provided in the Local Plan 2040. A further challenge for the plan is to ensure it offers a resilient strategy to enable delivery of a continuous supply of homes over the plan period as a whole.
- 2.59 Test Valley has an ageing population. There are affordability issues and housing needs vary in the north and south of the borough but are common within our rural area across the borough. Providing a range of housing to meet the needs of our communities is a key challenge for the Local Plan 2040. The Local Plan 2040 will aim to support communities to bring forward locally-driven schemes that provide the range of homes needed to meet needs.
- 2.60 Consultation responses support the need to provide a range and mix of homes..

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 opportunities and jobs and benefit from greater prosperity.

- 2.61 Test Valley is part of a wider sub-regional and regional economy. The borough has benefited from economic growth in recent years. Employment floor space has increased significantly, contributing to meeting both a local and sub-regional need. We have delivered approximately 6 hectares of employment land between 2020/21 and 2021/22.
- 2.62 To support economic sustainability in the local and sub-regional economy, it is important that employment land, including a varied supply of high-quality premises is provided in the right places with appropriate infrastructure to meet our needs. An opportunity for the Local Plan 2040 will be to seek to build on the current strengths in the local economy and facilitate appropriate future levels of provision at the most suitable and sustainable locations. A challenge is to provide skilled employment and suitable training opportunities, to suit the

evolving needs and demands of the local and regional economy, for local people. This will support our communities in providing job opportunities and provide businesses with access to the skilled labour they require.

- 2.63 The Local Plan 2040 will need to take account of the trends in the knowledge-based, green, and higher technology industries, the role of our rural businesses and the visitor economy, and growth in more flexible working, including working from home. This will help our economy and workforce to be prepared to adapt and benefit from future opportunities. Consultation responses and the Four-year (corporate) Plan 2023-27 highlight the importance of providing a range of employment opportunities.
- 2.64 Our key partners in supporting economic development and employment opportunities will play a key role in helping to deliver this objective. The Council will continue to work with Hampshire County Council, the Partnership for South Hampshire (PfSH) and other agencies to meet our needs and support business growth.

Transport and Movement

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

- 2.65 An efficient and integrated transport network is important to help deliver sustainable economic growth, reduce congestion, and to enable residents and visitors to enjoy good access to services. Test Valley is well placed in this regard, enjoying a good strategic road and rail network, access to local airports and ports and a wide range of local bus services. However, some of our rural areas, have limited access to public transport. Car ownership in the borough is higher than the UK average and most journeys in Test Valley are made by private car.
- 2.66 It is anticipated that transport and movement will evolve in response to the challenges presented by climate change. The transport sector will change dramatically as we approach 2050. In the UK, transport is the biggest contributor to greenhouse gas emissions. By increasing the availability, connectivity and attractiveness of more sustainable modes of transport the Local Plan 2040 can help to contribute to the goal of net zero carbon development.

- 2.67 Facilitating access to public transport, enabling an increase in sustainable movements and use of low carbon transportation along with having large rural areas in the Borough, have been highlighted as important to our communities through consultation response. This presents significant challenges for the Local Plan 2040. Partnership working with key stakeholders will assist in the delivery of this objective including with Hampshire County Council, Network Rail, and public transport providers.
- 2.68 Focusing development in the most sustainable locations and using the 20-minute neighbourhood principles can help to reduce the need for travel and therefore its impacts. It can promote opportunities for increased use of sustainable modes of transport, including walking and cycling, and can help to help to make places more attractive for people. This aligns with the overarching themes in the Draft Hampshire Local Transport Plan 4 (HCC, LTP4). This proposes supporting a shift from planning for vehicles, towards planning for people and places, decarbonising the transport system, reducing reliance on private car travel and promoting active lifestyles whilst supporting sustainable economic development and regeneration¹³.
- 2.69 While walking and cycling infrastructure is improving in Test Valley, including through the Local Cycling and Walking Infrastructure Plans¹⁴ (LCWIPs) currently being prepared by Hampshire County Council and Sustrans, it needs further enhancement throughout the borough. This will include the extensive Public Rights of Way network that exists across the borough and which provides valuable access to the countryside for our residents.

¹³ <https://www.hants.gov.uk/transport/localtransportplan>

¹⁴ An LCWIP is in preparation for Southern Test Valley, and another will be prepared for the Andover area in due course, to promote a series of priority routes and measures for investment, to seek to deliver better, safer and more attractive cycling and walking infrastructure. See <https://hampshirelcwips.commonplace.is/about>

Chapter 3: Spatial Strategy

Overview

- 3.1 We are committed to ensuring the borough's growth is delivered in the most sustainable way which benefits our communities. The Local Plan's Objectives set out the overarching sustainable priorities to guide the Plan's policies. The spatial strategy sits alongside this by identifying how much, where and what sustainable development looks like for our communities in Test Valley.
- 3.2 This Chapter is structured as follows:
- Sets out the **Spatial Strategy** which provides the overarching direction on where sustainable development will be supported in the Borough including the type and shape of development.
 - Sets out the **Settlement Hierarchy** which identifies the sustainability and role of settlements by grouping settlements by tiers. This is key to delivering our spatial strategy as it guides the scale and type of development that is considered appropriate at each of the settlement tiers including in the countryside.
 - Sets out the level of **housing and employment** to be met over the plan period of 2020 to 2040. This is to ensure we make provision for enough housing and employment land to meet the needs of existing and future residents and businesses.
 - Sets out **contingency and delivery** measures the Council will take if the Plan's policies are not delivered as intended due to unforeseen circumstances. To be able to measure the Plan's performance, a range of indicators are proposed to monitor policies as part of the Monitoring Framework.

Sustainable Spatial Strategy

- 3.3 To ensure the overarching sustainable objectives are at the heart of Local Plans and decision making on planning applications, the National Planning Policy Framework (NPPF) sets out a presumption in favour of sustainable development. As set out in the NPPF, sustainable development is meeting the needs of the present without compromising the ability of future generations to meet our own needs and has three overarching objectives. To deliver this, we must balance these objectives; economic, social and environment, which can be challenging.
- 3.4 The spatial strategy sets out Test Valley's approach to promoting a sustainable pattern of development:
- It sets out key factors to guide the shape of sustainable development with a focus on ensuring health, high quality design, addressing our changing climate and green networks are at the heart of development
 - Identifies the distribution of development in the Borough setting out where we will meet our various needs, ensuring infrastructure is aligned with development and supporting opportunities for local communities to plan to meet their needs.
- 3.5 Taken as a whole, the spatial strategy and the plan's policies will balance the delivery of the three sustainability objectives and how we positively deliver the presumption in favour of sustainable development for our communities. Reflecting this, we are continuing to not propose to have a policy in this Local Plan 2040 that sets out the presumption in favour of sustainable development. This approach is supported by consultation responses. Rather alongside the national policy requirement, we have expressed what sustainable development looks like for Test Valley in our spatial strategy alongside our objectives. This will ensure there is a golden thread of achieving sustainability throughout the Local Plan 2040.
- 3.6 Since our current Local Plan was Adopted in 2016, there has been a significant change in national policy on Local Plans playing a key role in helping to counter climate change, deliver beautiful places, and improve our natural environment. Our Local Plan 2040 objectives identify how we will tackle and address these factors appropriately for Test Valley. The consultation responses received emphasised the importance of addressing these issues for our communities. Therefore, the spatial strategy identifies key factors that reflect this which are fundamental to maintaining and enhancing a sustainable and attractive Borough.

- 3.7 Alongside this, the spatial strategy sets out the importance of providing infrastructure and sustainable active travel which will ensure integration of new developments with our existing settlements providing opportunities for healthy and active movements. The spatial strategy has been informed by evidence, which is set out in the Spatial Strategy Topic Paper.

Spatial Options

- 3.8 The spatial strategy has been developed from assessing several options for the distribution of development. We have developed these options and undertaken a robust assessment informed by the Sustainability Appraisal. This is summarised in the Spatial Strategy Topic Paper and the Sustainability Appraisal and demonstrates assessment of the sustainability of the options.
- 3.9 To inform the Regulation 18 Stage 1 consultation document, we assessed six broad distribution options. Following this, the Sustainability Appraisal has revisited the options to ensure both 'top down' and 'bottom up' factors are taken account of.
- 3.10 'Top down' strategic factors includes meeting our needs, consistency with our settlement hierarchy and other factors which could influence the broad distribution of development such as environmental constraints. Exploration of 'Bottom up' factors includes assessment of the merits of individual site options in delivering the 'top down' factors This has refined our options and concludes the proposed spatial strategy as identified at Regulation 18 Stage 1 remains preferred and is a sustainable approach.
- 3.11 The proposed option focuses on supporting regeneration of Andover and Romsey town centres, supporting growth at our key employment areas along with supporting growth at our larger urban and rural communities throughout the Borough. Overall, this supports focus at our two market towns with a wider distribution of development to a larger number of settlements. Enabling growth at a larger number of settlements including at our rural communities was supported through responses received to previous consultation documents.

Proposed Spatial Strategy

- 3.12 The market towns of Andover and Romsey are our largest settlements in the Borough, with the widest range and number of facilities. They are at the core of our spatial strategy and will continue to be a focus for development. Central to this, is the regeneration of the town centres through requiring high quality design and providing a mixture of uses to support day and evening economies which will benefit our communities and attract visitors. The respective Masterplans are delivering this. Development will need to maximise the use of

redeveloping brownfield land in the town centres however there still remains a need to look at greenfield sites at these settlements.

- 3.13 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 taken account of this growth in considering site allocations.
- 3.14 To support and sustain vibrant and healthy communities, the spatial strategy identifies a wider distribution of development than set out in our current Local Plan 2016. The focus is to support an appropriate level of development at our largest range of sustainable settlements where there are key facilities. Consultation responses broadly supported this approach.
- 3.15 Much of the Borough is rural with some villages providing for immediate needs. This strategy will support these rural settlements to develop in a sustainable manner through enabling rural communities to deliver their own needs and priorities. This approach has been developed since the Regulation 18 Stage 1 consultation to support and enable our rural communities to address the specific challenges they face in terms of housing supply and affordability. This builds on the approach identified in our Four-year (corporate) Plan 2023-27 of a tailored approach to working with our rural communities to deliver the varying needs of our rural communities. Consultation comments have also highlighted the varying housing needs in our Borough and the need to help deliver affordable homes in our rural areas.
- 3.16 Communities already have the opportunity to shape their areas through Neighbourhood Plans and Village Design Statements. This strategy will require and support communities in identifying and shaping their needs for housing and other development through identifying the community planning tools available to them to deliver this.
- 3.17 There is a strong and diverse rural and visitor economy in the Borough and the spatial strategy recognises the need to support this. These types of economies play a crucial role in supporting and sustaining vibrant communities, and the support for a wider distribution of development will enable this to grow, where it is sustainable to do so.

Test Valley Sustainable Spatial Strategy

Maintaining and enhancing a sustainable and attractive Borough through:

- **Reducing our impact on our changing climate and integrating ecological networks and improving biodiversity.**

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

Delivering vibrant and resilient towns at Andover, Romsey and other larger settlements through:

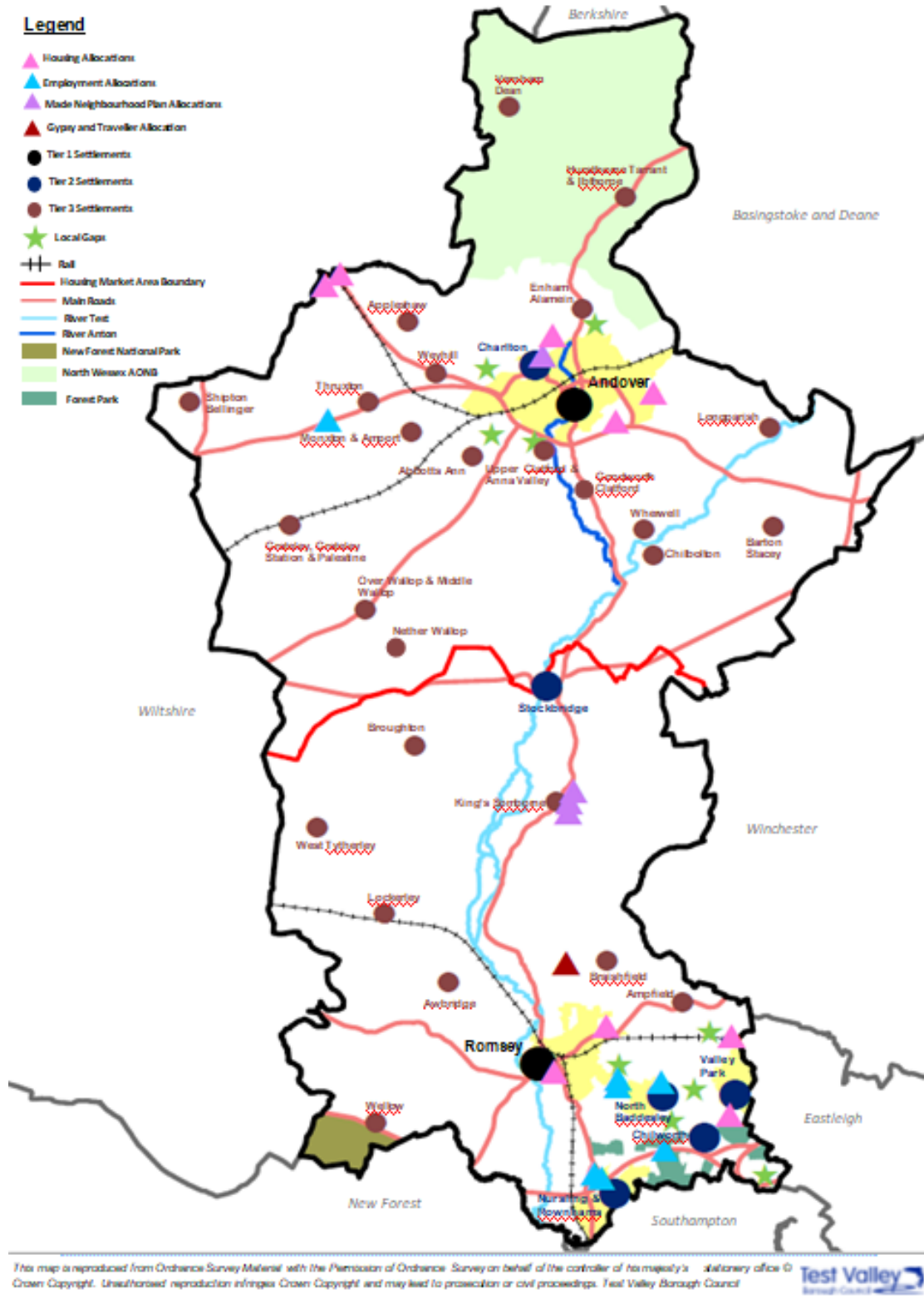
- **Promoting the town centres as destinations through delivering well designed, accessible, mixed-use developments with improvements to our public realm, maximising the use of previously developed land, to support the day and evening economies in accordance with our Masterplans**
- **Being a key focus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

Sustaining vibrant and healthy rural communities through:

- **Maintaining the roles of our rural settlements through accommodating development that meets the needs of local communities and supports existing accessible facilities.**
- **Supporting our communities to be empowered to identify and deliver their needs through the use of community planning tools.**
- **Supporting our strong and diverse economy including the rural and visitor economy.**

3.18 The Local Plan 2040 will allocate strategic housing and employment sites at our largest, most sustainable settlements and employment sites with our rural communities identifying how and where they meet their varying housing and other development needs. Chapter 4 sets out the policies on this.

Figure 3: Key Diagram



Settlement Hierarchy

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

Settlement Assessment

- 3.22 In order to identify where settlements sit in the settlement hierarchy, we need to undertake an assessment of the sustainability, role and function of our settlements. The more sustainable settlements are located in the higher tiers of the hierarchy as residents are able to access a greater range of services and facilities more easily without the need to travel as far by car. The smaller, less sustainable settlements with fewer facilities are located towards the bottom of the hierarchy.
- 3.23 The ranking of each settlement in the hierarchy does not indicate whether there is suitable land for development in that location, or that environmentally it would be appropriate. Although the Settlement Hierarchy is a key policy to deliver the spatial strategy, it sits alongside a number of other policies which collectively will help deliver the spatial strategy.

- 3.24 In order to collect up to date information on facilities and services, a Rural Facilities Survey was undertaken and sent to all Parish Councils to inform the Regulation 18 Stage 1 consultation document. This Survey focused on the rural settlements in the Borough, rather than Andover and Romsey, as the services and sustainability of the towns are established. It gathered information about the existing services and facilities e.g. number of facilities such as a food store, primary school and level of bus service, within the rural settlements, in order to assess their sustainability and compare the facilities of different settlements. This has been reviewed to keep the information on facilities and services up to date.
- 3.25 To determine where a settlement sits in the hierarchy, the range of services and facilities that exist in our settlements has been considered. At the Regulation 18 Stage 1, to determine the difference between our rural settlements, we identified settlements had to have six 'key facilities' to meet the day to day, basic needs of our communities along with the 'good' level of public transport service to be in 'Tier 3'. These 'key facilities' were food store, public house, primary school, outdoor sports facility, community or village Hall; and a place of worship. If a settlement did not have these facilities, it was to be in 'Tier 4'.
- 3.26 Since the Regulation 18 Stage 1 consultation, a range of factors has led to the need to revisit where settlements sit in the hierarchy. This includes proposed changes to the provision of bus services and matters raised through consultation responses.
- 3.27 Since the Regulation 18 Stage 1 consultation, Hampshire County Council have announced reductions in bus services in Test Valley. This reflects the viability challenges faced by rural bus services and thus the level of future provision is uncertain. This is also recognised in Hampshire County Council's latest draft Local Transport Plan 4.
- 3.28 Consultation responses raised the distinction between rural settlements in Tiers 3 and 4 was marginal in many cases and not sufficiently distinct to justify a difference in tier classification. The difference in only one 'key facility' resulted in a Tier 3 village becoming Tier 4.
- 3.29 Reflecting the marginal differences between Tier 3 and 4 settlements and the uncertainty regarding bus services, the methodology for identifying where settlements sit in the hierarchy has been revisited to ensure it is robust.

- 3.30 The proposed methodology sets out four broad facilities that provide the opportunity for our communities to meet their daily needs sustainably. Settlement that meet this criteria will continue to be in Tier 3. The facilities are:
- primary school;
 - food store, such as a village shop;
 - outdoor sports facility, such as a playground or sports pitch and
 - a community facility which could be a village or community Hall, public house or social club or place of worship.
- 3.31 The level of public transport has been removed from the methodology reflecting the uncertainty over future rural bus provision.
- 3.32 It is important to note that the assessment of the sustainability of settlements is based on a snapshot in time of services and facilities and may be subject to change in the future.

Settlement Assessment Outcomes

- 3.33 The towns of Andover and Romsey still stand out as being the most sustainable, each with a full range and number of services and a high level of accessibility by public transport. These towns also play a key role in supporting the needs of the wider population in Test Valley and potentially beyond the Borough reflecting the high level of services available. For these reasons the two towns are placed in Tier 1 of the settlement hierarchy.
- 3.34 The next sustainable locations provide a range of facilities and services which are not to the level provided in Andover or Romsey but above that provided in our more rural settlements. Some also benefit from the facilities in nearby communities including those in adjoining authorities. The Tier 2 settlements are Charlton, Chilworth, North Baddesley, Nursling and Rownhams, Stockbridge, and Valley Park.
- 3.35 Reflecting the changes to the methodology regarding our more rural settlements (in Tiers 3 and 4), the settlements proposed in Tier 2 have also been reviewed.. Given this, the villages of Hurstbourne Tarrant and Ibthorpe, Shipton Bellinger and Wellow that were previously in Tier 2 have been reassessed and are now in Tier 3.
- 3.36 Chilworth does score lower than the other settlements in this tier. However the role and function of Chilworth due to its proximity to the University of Southampton Science Park and neighbouring settlement of Eastleigh,

Chandler's Ford and Southampton, justifies it being in tier 2. It benefits from accessing the facilities and services at these neighbouring settlements.

- 3.37 The assessment shows that the more rural settlements vary in the amount and type of facilities that they offer. The settlements that have all 4 broad facilities¹⁵ have been identified as our more sustainable rural settlements and are identified in Tier 3.
- 3.38 There are also settlements which benefit from and have access to services and facilities with a nearby settlement. Where this exists, we have grouped these settlements together in the assessment, and these are: Monxton and Amport; Goodworth and Upper Clatford; Palestine, Grateley Station and Grateley; Ibthorpe and Hurstbourne Tarrant
- 3.39 The other rural settlements within the Borough, which have not been identified in Tier 3 have more limited facilities and services. Therefore, these settlements are not listed in the settlement hierarchy and are considered as part of the countryside.
- 3.40 The Settlement Hierarchy Assessment summarises the assessment undertaken.

Settlement Boundaries

- 3.41 Settlement boundaries are a planning tool to direct development to the most sustainable locations whilst protecting the character of the countryside. They provide greater certainty to communities, landowners and developers over where certain types of development are likely to be acceptable in principle. Those areas outside the defined boundaries are classed as countryside for the purpose of planning policy.
- 3.42 The Adopted Local Plan 2016 methodology used for establishing settlement boundaries has been reviewed and amended. The methodology is a technical assessment, with no guidance set nationally on how to undertake the process. The Settlement Hierarchy Assessment summarises the methodology and assessment undertaken.
- 3.43 The settlement boundaries are shown on the Policies Map and the Inset Maps. Neighbourhood plans are also able to review settlement boundaries, to facilitate development, but may not reduce them in size.

¹⁵ A 'good' level of public transport has a medium or high level of bus service as defined in the Settlement Hierarchy Topic Paper. A medium level includes a daily service to a larger town and a high level includes a public transport service half hourly, hourly or includes a journey to and from key work locations.

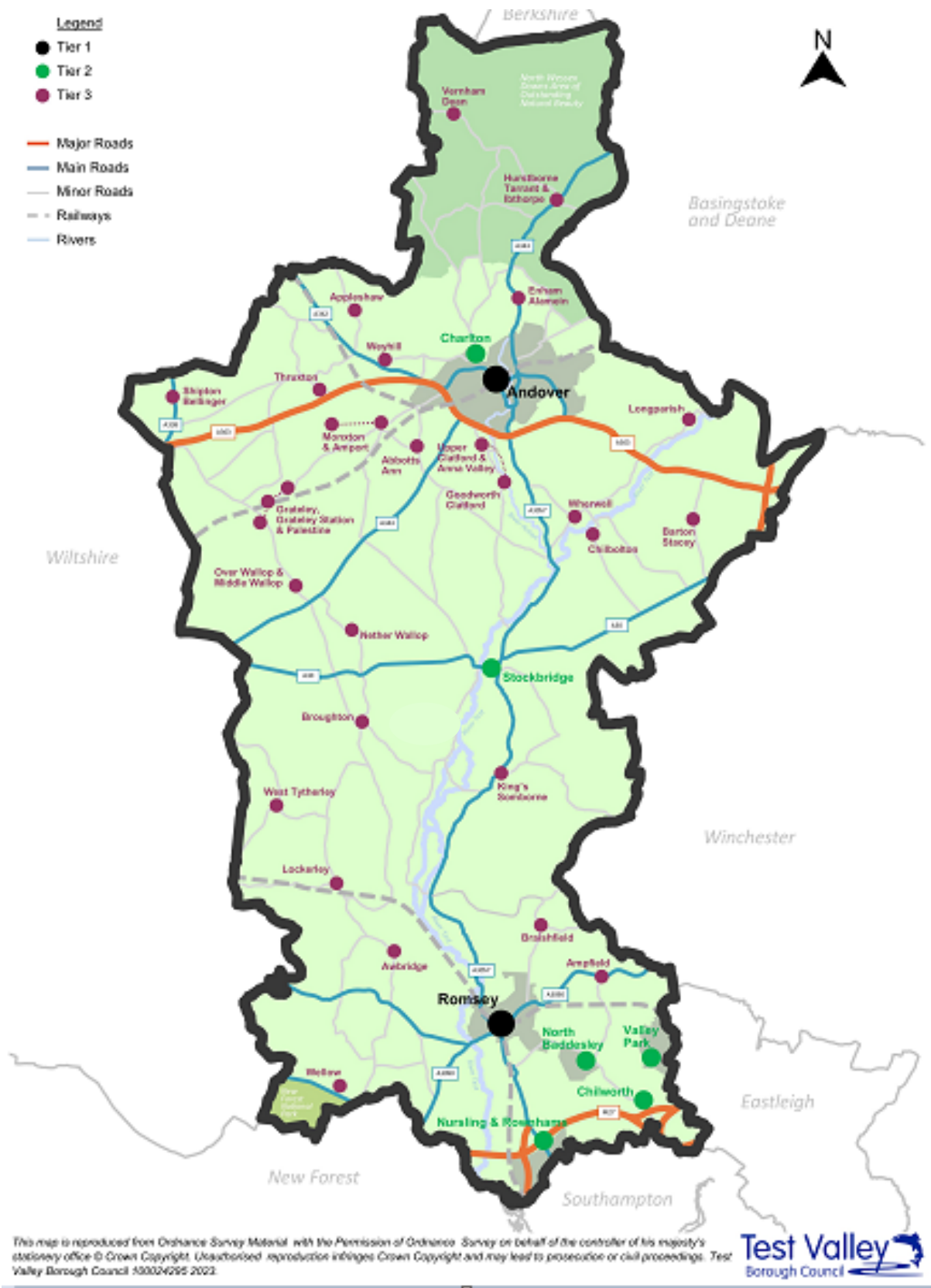
Spatial Strategy Policy 1 (SS1): Settlement Hierarchy

There is a presumption in favour of sustainable development within the settlement boundaries identified in Settlement Tiers 1-3 provided that development is in accordance with relevant policies in the Development Plan. Settlement boundaries are identified on the Policies Map or within made Neighbourhood Plans.

Hierarchy Designation	Settlements	Scale of Development
Tier 1	Andover and Romsey	<ul style="list-style-type: none"> - Strategic allocations - Windfalls - Replacement dwellings - Community-led Development - Strategic Employment Sites - Small scale employment development - Main Town Centre Uses - Renewable Energy Development
Tier 2	Charlton, Chilworth, North Baddesley, Nursling and Rownhams, Stockbridge, Valley Park.	<ul style="list-style-type: none"> - Strategic allocations - Windfalls - Replacement dwellings - Community-led Development - Rural Affordable Housing sites - Strategic Employment Sites - Small scale employment development -Renewable Energy Development
Tier 3	Abbots Ann, Ampfield, Appleshaw, Awbridge, Barton Stacey, Braishfield, Broughton, Chilbolton, Enham Alamein, Goodworth Clatford, Upper Clatford and Anna Valley, Grateley, Palestine and Grateley Station, Hurstbourne Tarrant and Ibthorpe, King's Somborne, Lockerley, Longparish, Monxton and Ampport, Nether Wallop, Middle	<ul style="list-style-type: none"> - Windfalls - Rural Affordable Housing sites - Replacement dwellings - Community-led Development - Small business uses - Re-use of Buildings - Renewable Energy Development

Hierarchy Designation	Settlements	Scale of Development
	Wallop, Over Wallop, Shipton Bellinger, Thruxton, Vernham Dean, Wellow, West Tytherley, Weyhill, Wherwell	
Tier 4	Open Countryside All other settlements	<ul style="list-style-type: none"> - Replacement dwellings - Reuse of buildings - Rural Affordable Housing sites - Community-led Development - Employment sites in the Countryside. - Small business uses - Renewable Energy Development

Figure 3.1: Settlement Hierarchy Map



Development in the Countryside

- 3.45 The Council is committed to creating and maintaining sustainable rural settlements. The spatial strategy and policies seek to support and enable appropriate development in the rural areas of the Borough to meet local needs whilst ensuring that proposals do not conflict with the policies which aim to respect the environment.
- 3.46 The Settlement Hierarchy defines those towns and villages which have a settlement boundary. Any settlement not defined in Settlement Tiers 1-3 is considered countryside. This does include smaller villages and hamlets where there are limited services and facilities.
- 3.47 The Local Plan provides policy tools for communities to take forward development proposals which are designed to suit their local needs and priorities. These development proposals are likely to come forward on sites outside of defined settlement boundaries. Such schemes would be supported where they are identified in Neighbourhood Development Plans or through Community Led Development or Rural Exception Affordable Housing sites. However, they will only be acceptable where it takes into account the principles of sustainable development and the relevant policies within the Local Plan 2040, the status of Neighbourhood Development Plans and appropriate local evidence.
- 3.48 Proposals for small-scale employment development within existing settlements can help to sustain the economy as well as provide jobs that are easily accessible to local residents. We will adopt a flexible approach to the development of new employment sites or the expansion of existing employment uses in settlements provided that the impact on the area and nearby residents is acceptable when judged against the relevant planning policies.
- 3.49 Development away from defined settlements is unlikely to meet all of the elements of sustainable development, particularly for access to a range of services and facilities. Proposals would need to demonstrate that the overall social and economic benefits outweigh the disadvantages of a location which is relatively remote from facilities. However, it is recognised that in some cases, it is essential for a development to be located in the countryside, taking account of the nature of the proposal and the location it serves.

Spatial Strategy Policy 2 (SS2): Development in the Countryside

Within the boundaries of the settlements identified in the settlement hierarchy in Tiers 1-3 and identified on Policies Map or Neighbourhood

Development Plan, the principle of development and redevelopment will be permitted provided that it is appropriate to the other policies of the Local Plan and Neighbourhood Development Plans.

Development outside of settlement boundaries will be permitted if:

- a) it is appropriate in the countryside as set out in Local Plan policies CL5, HOU2-3, HOU8-12 and EC1-4 or policies in made Neighbourhood Development Plans**
- b) it is essential that the proposal needs to be located in the countryside, and this has been justified**

Meeting our Housing Needs

- 3.50 Meeting future housing needs appropriately is one of the greatest challenges for the Local Plan. The plan needs to provide for the right number of homes, of the right type and in the right locations. There is also a need to ensure that as part of the overall scale of provision, that the needs of different household groups are met, including for affordable housing and for those with specialist needs.
- 3.51 Increasing overall housing delivery is one of the Government's key priorities for the planning system and a target has been set to raise housing completions to deliver 300,000 homes per annum each year in England by the mid-2020s. Test Valley has made a significant proportional contribution towards this in recent years given our local circumstances as a predominantly rural area and size of our settlements. We have consistency exceeded our current local housing target.
- 3.52 Over the last five years (2017/18-2021/22) the Council has delivered just over 4,280 homes and over 1,300 affordable homes. Housing delivery meets the housing needs of the community and supports delivery of associated infrastructure. In the 2021 Housing Delivery Test (HDT), Test Valley was ranked 62 out of 294 local authorities in England for housing delivery.
- 3.53 National planning policy requires us to meet our housing needs to support the Government's objective of boosting supply. This should be informed firstly by a local housing need assessment to determine the minimum needed and secondly, consideration of whether there is clear evidence to justify amending this. A housing requirement figure should then be established for the plan area which shows the extent to which identified housing need can be met over the plan period. A sufficient supply and mix of sites should then be identified to meet this requirement.

Housing Need

- 3.54 Since the current Local Plan was adopted in 2016, the Government has amended national policy and published a standard method¹⁶ to calculate our local housing need. This provides the starting point and minimum amount for establishing our housing requirement. The standard method takes account of the number of new homes that are needed to meet demographic changes in the Borough and then applies an affordability adjustment to take account of prices signals and to boost housing numbers.
- 3.55 To inform and evidence our housing requirement, two studies are included within our evidence base; a Strategic Housing Market Assessment (SHMA) 2022 and a Housing Market Area Study (HMAS) 2022. The SHMA provides evidence regarding our overall housing need, affordable housing needs and specialist housing needs. The HMAS provides evidence regarding the housing market areas that exist in the Borough.
- 3.56 The SHMA set out our local housing need assessment¹⁷ as of 2021, and this concluded our local housing need figure was 541 homes per year. Data on demographic changes and affordability has subsequently been updated by Government since the Regulation 18 Stage 1 consultation. This has resulted in an updated local housing need figure which has increased slightly to 550 homes per year.
- 3.57 Leading up to the next stage of preparing the draft Local Plan 2040, Government will publish further data which will need to be considered. It is likely the local housing need figure will change again.
- 3.58 The SHMA has also assessed whether there are any exceptional circumstances that exist to justify increasing or decreasing the local housing need assessment as our housing requirement. Justifiable reasons are based on growth funding, strategic infrastructure improvements or addressing unmet housing needs from surrounding areas, as set out in national policy.

Unmet Housing Needs

- 3.59 The SHMA concluded there is no growth funding or strategic infrastructure improvements that would justify increasing our housing needs. Whilst preparing the Regulation 18 Stage 1 consultation document there was also

¹⁶ This uses national projections on the future number of households in each local authority and data on how affordable housing is compared to local earnings

¹⁷ Based currently on 2014 household projections and 2020 affordability ratio

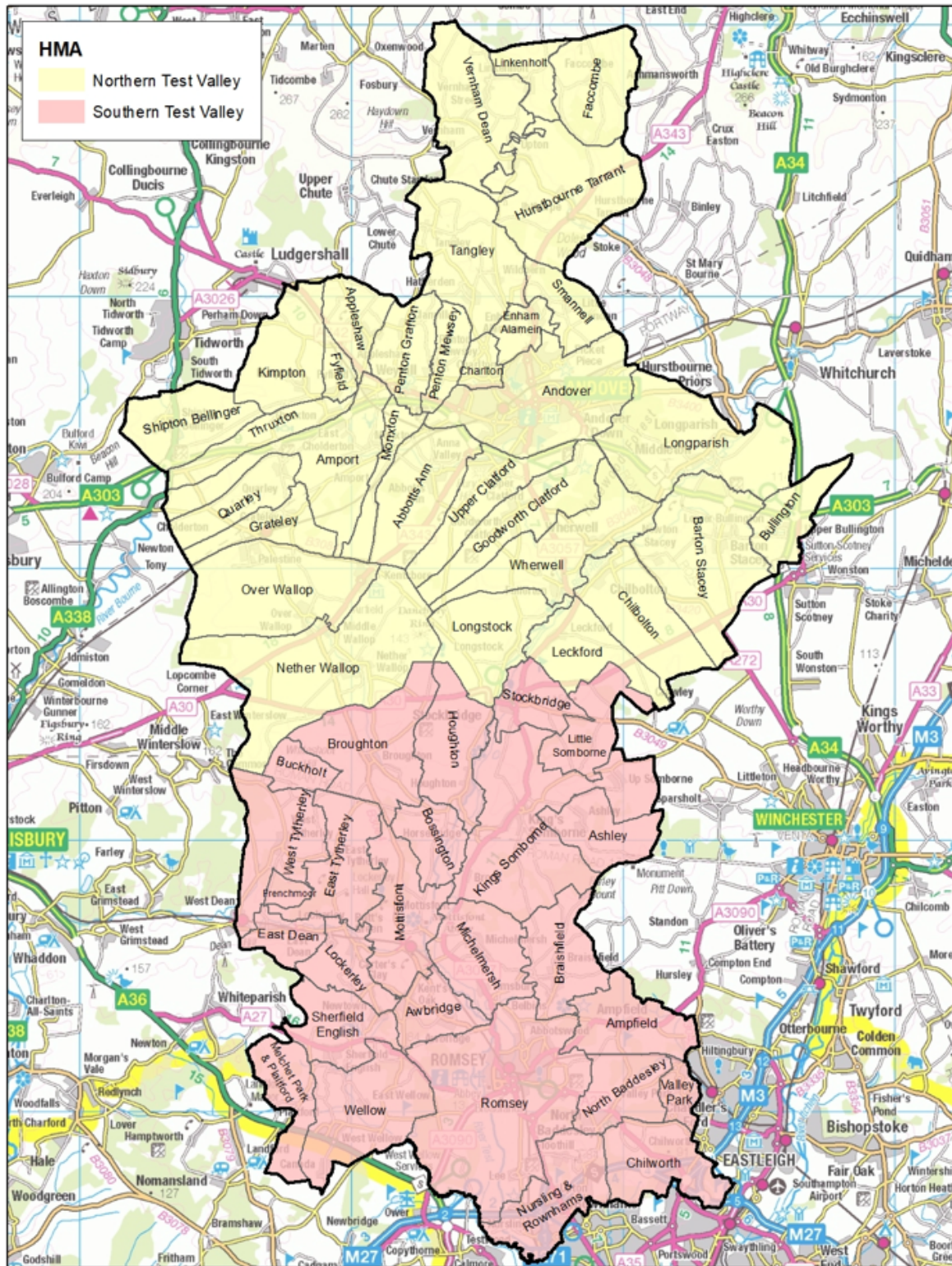
- no clear evidence of the level of unmet housing need in neighbouring local authority areas that would also justify increasing our housing needs.
- 3.60 The position on our neighbouring authorities having unmet housing needs is changing. We received comments on the Regulation 18 Stage 1 consultation document from Havant Borough Council formally requesting the Council to help meet their unmet housing needs.
- 3.61 A Spatial Position Statement has been produced (December 2023) by the Partnership for South Hampshire setting out the current level of housing need and supply in South Hampshire. Whilst it identifies a supply shortfall in meeting housing needs across South Hampshire this reflects that a number of Local Plans are at the early stages of plan preparation. As individual Local Plans progress, each Local Planning Authority will consider whether they can meet their need. The SPS will be updated to reflect this in the future.
- 3.62 National policy is clear where unmet housing exists, neighbouring authorities need to help provide for these housing needs. This is a challenging position for the Council as we recognise the increasing pressure from our neighbouring authorities in Southern Test Valley, but individual Local Plans need to progress with evidencing the level of unmet housing need they may have. As this has not been produced yet by the relevant neighbouring authorities, we are unable to consider this at this time.
- 3.63 This position may change as plan preparation continues but it is uncertain whether this will be at point where this Local Plan 2040 or a future Local Plan can address this. The Council is committed to undertaking a future review of the Local Plan 2040 which can address this if needed. We will continue to engage with our neighbouring authorities in the south of the Borough through the Partnership for South Hampshire.
- 3.64 At this stage, the Sustainability Appraisal has considered reasonable growth options capable of providing for different ranges of housing need. This includes our housing need based on the Government's standard method and growth that is modestly above this.

Housing Market Areas

- 3.65 One of the key decisions regarding the strategy of the Local Plan 2040 is how the provision of new housing is distributed. This includes how it can be broadly divided across different Housing Market Areas (HMAs). This also concerns the balance between the scale of development in Andover, Romsey and the other settlements, as informed by the Settlement Hierarchy.

- 3.66 The Council has had a long-standing split regarding housing needs recognising the distinct geography of Test Valley and that it contains two distinct housing market areas (HMA). This is set out in the current Adopted Local Plan. A HMA is a geographical area defined by household demand and preferences. It reflects the key functional linkages between places where people live and work. In Test Valley, there is a strong distinction between Andover and the northern part of the Borough, and Romsey and the southern part of the Borough which has a close relationship with South Hampshire. In meeting housing need it has therefore been appropriate to consider the two areas separately.
- 3.67 The HMA study has reviewed our approach and recommends a continued split with two separate HMAs, but with a revised boundary. The revised boundary takes account of the wider extent of the HMAs on a regional and sub-regional basis. This recommends a boundary split around the route of the A30 (with a best fit approach based upon parish boundaries). Figure 3.2 shows this.
- 3.68 The proposed split of the housing requirement between the two HMAs remains and this will continue to be based upon the amount of population within each HMA. This would be consistent with the Government's local housing need assessment which is derived from a demographic basis and is supported by the Sustainability Appraisal.

Figure 3.2: Northern and Southern Housing Market Areas by Parish



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- 3.69 As set out in Table 3.1, this would provide a split of 57% of the housing requirement being met in Northern Test Valley and 43% in Southern Test Valley. This split is a change from the 67:33 split in the current Adopted Local Plan, which takes into account the change in HMA boundary.

Table 3.1: Housing Market Area (HMA) Housing Requirements (rounded figures)

	Percentage Split	Homes per Annum	Homes for 2020 to 2040
Borough wide	100%	550	11,000
Southern TV	43%	237	4,730
Northern TV	57%	313	6,270

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

Spatial Strategy Policy 3 (SS3): Housing Requirement

The housing requirement for the Borough is a minimum of 11,000 homes, to be delivered over the plan period of 2020 to 2040 with an annual requirement of 550 homes. The minimum housing requirement is split between the Northern and Southern Test Valley Housing Market Areas as identified in Figure 3.2 and as follows:

- **Northern Test Valley: 6,270 homes with annual requirement of 313 homes**
- **Southern Test Valley: 4,730 homes with annual requirement of 237 homes**

For the purposes of housing land supply, each Housing Market Area will have its own supply position.

- 3.71 The delivery of our housing requirement will need to take account of our spatial strategy and the availability and sustainability of sites. Test Valley significantly varies in character and constraints, and whilst the spatial strategy can broadly direct the location of sustainable development, an equal spread of housing is unachievable and unsustainable.
- 3.72 In Andover, Romsey and next larger settlements (Tier 2 Settlements identified in the Settlement Hierarchy) we have assessed strategic sites. The Site Selection Topic Paper summarises the robust process we have undertaken. This is explained further in Chapter 4.

- 3.73 For the rural area, it will be our communities taking forward locally driven schemes to meet rural community's needs. The Local Plan 2040 will not make allocations to meet this local need. The rural area is considered to be those settlements at the settlement hierarchy tiers or 3-4.
- 3.74 The spatial strategy seeks to maintain the roles of our rural settlements through accommodating development that meets the need of local communities. Our rural communities have varying needs to Andover, Romsey and the next larger settlements as recognised by our Four-year (corporate) Plan 2023-27.
- 3.75 Stockbridge at the centre of Test Valley and the rural area, on the River Test, acts as a centre for many of our more rural communities. Our rural communities vary in size and consist of villages and hamlets, many of them located along the River Test and its tributaries.
- 3.76 The approach to working with our communities is embedded in the Four-year (corporate) Plan 2023-27. This sets out the Council's ongoing commitment to work with our communities to support them to identify and deliver their priorities.
- 3.77 The approach in the Local Plan 2040 takes this forward. The varying nature of our rural communities means a one size fits all approach is not sustainable. We will pro-actively support and encourage our rural communities to identify and deliver their priorities to enable the right type and level of homes to come forward. The Local Plan 2040 sets out the community planning tools available to our rural communities which is explained further later in this Chapter.
- 3.78 A minimum rural housing requirement has been identified in Policy SS4. This is evidenced by the level of existing housing supply and total housing that is proposed to be met through designated active Neighbourhood Development Plans, as set out in Policy SS5¹⁸. The figure of 542 forms part of the housing requirements identified in SS2. It represents approximately 5% of the borough wide housing requirement.
- 3.79 Delivery of the rural housing requirement will be monitored. Local Planning Authorities are required to review Adopted Local Plan five years after adoption. At this point, if the rural housing requirement is not being met, we will review other options to bring forward housing in the rural area. This could include the next Local Plan allocating sites in the rural area.

¹⁸ The evidence is based on data as of 31st March 2022. This evidence will be reviewed to ensure it is up to date to inform the Regulation 19 stage.

Spatial Strategy Policy 4 (SS4): Rural Housing Requirement

The rural housing requirement for the Borough is a minimum of 542 homes, and is split as follows:

- Northern Test Valley Rural Housing Requirement: 260 homes
- Southern Test Valley Rural Housing Requirement: 282 homes

The rural housing requirement forms part of the minimum housing requirements for the respective housing market areas.

Neighbourhood Plan Housing Requirement

- 3.80 Neighbourhood Plans are one of the tools to deliver housing in rural areas. They provide a tool for communities to have their say in the future of the places where they live and work. They become part of the Development Plan and have legal weight in determining planning applications.
- 3.81 The Localism Act 2011 introduced new rights and powers to allow communities to come together and shape the future of their local areas, through neighbourhood plans. As the Borough is fully parished, Parish and Town Councils will lead neighbourhood planning in areas which include all or part of a parished area.
- 3.82 National planning policy encourages communities to develop their own local vision for their area and prepare Neighbourhood Plans. This includes planning positively to meet local housing needs for their communities and by allocating sites for new homes within them.
- 3.83 By their nature Neighbourhood Plans are ‘non-strategic’ but nevertheless can contribute to achieving the strategic objective of providing new homes. Neighbourhood plans should not promote less development than set out in the Local Plan but can promote more development.
- 3.84 At present, there are 8 made Neighbourhood Plans within Test Valley as set out in Table 3.2. There are a number of other Plans in progress and information on this can be found on our website¹⁹:

Table 3.2: List of Made Neighbourhood Plans

Name of plan	Date	Housing allocation
Goodworth Clatford	March 2019	No

¹⁹ <https://www.testvalley.gov.uk/planning-and-building/planningpolicy/neighbourhood-planning>

Charlton	May 2021	Yes – 50 new homes
Chilbolton	May 2021	No
Thrupton	May 2021	No
Upper Clatford	May 2021	No
West Tytherley and West Dean	March 2022	No
Houghton	May 2022	No
King's Somborne	November 2023	Yes - 41 new homes

- 3.85 The Charlton and King's Somborne plans have allocated new homes based on the needs in their area which was evidenced through Local Housing Needs Survey. This evidence has enabled them to have policies on the number of bedrooms that new homes should have, so that the right type of homes are delivered. They also have policies on the design of new development and Local Green Space Designations to protect important open spaces.
- 3.86 National policy places a duty on the council to provide a housing requirement for each designated neighbourhood area which reflects the overall strategy for the pattern and scale of development for the area and any relevant allocations. Non-strategic requirements for each active designated area are therefore set out in Policy SS5.
- 3.87 The Local Plan 2040 anticipates that new neighbourhood areas will be designated over the Plan period and requirements for these will be provided on designation of the area. Housing requirements will also be given on commencement of the review of a made plan. This will ensure that the rural strategy continues through the plan period.
- 3.88 National policy does not set a methodology for producing housing requirements for designated neighbourhood plan areas. National guidance advises that a balance must be struck between supporting local housing needs whilst avoiding adverse impacts on the natural and historic environment. A methodology for assessing the housing requirements for each of the active designated neighbourhood areas has been produced taking account of this.
- 3.89 The methodology has taken account of:
- Local Plan 2040 spatial strategy,
 - the role and function of the settlement,
 - the scale and population of the settlement,
 - provision of local facilities,

- local constraints, including local character, environmental and infrastructure capacity, and
- availability of sites for housing.

3.90 This approach ensures an appropriate scale of housing is proposed for designated areas. The assessment has included neighbourhood plans that have already chosen to allocate housing e.g. King's Somborne and Wellow. The assessment concludes for both King's Somborne and Wellow the proposed housing requirement is in line with what is proposed in the neighbourhood plans.

3.91 The outcomes of the assessment for the active designated areas that have not chosen to allocate housing, provide a minimum requirement of 10 new homes over the plan period. This figure will ensure that affordable housing can be provided in these rural areas. This minimum figure should be delivered through the Neighbourhood Plan and supplemented with local evidence, such as a housing needs survey, to ensure that the right type and size of new homes are delivered in the designated areas. There are a few active designated areas where no housing requirement is proposed reflecting the outcomes of the assessment and the scale and constraints that exist at these areas.

Spatial Strategy Policy 5 (SS5): Neighbourhood Development Plan Housing Requirements

Neighbourhood Development Plans will need to make provision for the following minimum housing requirements:

Northern Test Valley		Southern Test Valley	
Neighbourhood Development Plan	Minimum Housing Requirement	Neighbourhood Development Plan	Minimum Housing Requirement
Amport*	10	King's Somborne	40
Grateley	10	Awbridge	10
Longstock	10	Wellow	20
Nether Wallop **	10		

*includes Weyhill West and East Cholderton

**includes part of Middle Wallop

New Designated Neighbourhood Plan Areas and made Neighbourhood Plans under review will be provided with a minimum housing requirement following designation or on commencement of the review.

Community Planning Tools

- 3.92 Alongside Neighbourhood Development Plans, there are other community planning tools available to our communities to bring forward proposals for housing. This includes through a Community led Scheme or Rural Exceptions site.
- 3.93 Community led development (Policy HOU2) is either led by the community or has significant community involvement and support, where proposals are suitably justified. Communities can seek to bring forward housing, or other uses through working with landowners and developers, or through formal organisations such as a Community Land Trust. The proposal may therefore be for a single use or a combination of different uses to meet community needs and support local facilities.
- 3.94 This policy will apply across the Borough but plays a key role in supporting rural communities to bring forward development that will support the viability of existing community facilities and services within their communities or delivering a specific type of housing need.
- 3.95 Rural Exception sites (Policy HOU3) supports provision of affordable homes in rural areas. Our Housing Strategy 2022-2025 aims to increase the supply of affordable homes in rural areas to meet local needs but delivering such housing can be challenging. This policy enables affordable homes to come forward specifically to address the need of the local community who are either current residents or have an existing family or employment connection to the parish, where there are unable to afford open market housing.
- 3.96 The NPPF (December 2023) has also included provision for community-led exception sites, on sites that would not otherwise be suitable as rural exception sites.
- 3.97 We recognise our communities need increased support and awareness of the options available in bringing forward community led schemes. To help our communities we are undertaking the following:
- Delivering conferences or workshops on community planning to raise awareness on the options.
 - Provide an updated community planning toolkit
 - Provide a specific Neighbourhood Plan resource kit.
 - Improving accessibility of this information and signposting the financial and other resources available
 - Providing technical work undertaken by Council to assist our communities. This could include any site appraisal work or landscape

studies that have been undertaken that could then form part of their evidence.

- 3.98 Undertaking any of the community planning tools for our communities can be a complex and challenge process. The increased level of support is aimed to aid communities through this and provide the tools to do this.

Housing Supply

- 3.99 We have assessed how much existing housing supply we have committed as of 1 April 2023, against the housing requirement. This sets out the residual amount of housing that we need to allocate for in the Local Plan 2040.
- 3.100 The housing supply figures provide a snapshot and there will be variables within these figures. This includes at the current time but also in the future as unknown delays to delivery can take place. It is important to maintain a resilient housing land supply to take account of this. We are making provision for a minimum 10% supply in housing above our housing requirement. This will help to make sure we provide a sufficient supply of homes otherwise, there is an increased risk that homes could be permitted on sites not preferred by the Council and our residents, including as a result of planning appeals. This approach has been supported through consultation responses.
- 3.101 The Council will continue to monitor our housing supply position as the preparation of the Local Plan 2040 progresses and how this affects the residual requirement.

Table 3.3: Housing Requirement and Supply

	Borough wide (100%) 2020- 40	Southern TV (43%) 2020-40	Northern TV (57%) 2020-40
Minimum Housing requirement	11000	4730	6270
Existing Completions, Housing Commitments* at Andover, Romsey and Tier 2 Settlements**	5563	3168	2395
Total Supply from Housing Allocations in Local Plan 2040	5434	1644	3790
Rural Area Requirement	542	282	260

Existing Completions, Housing Commitments* in Rural Area	492	253	239
Total Neighbourhood Plan Housing Requirements (as set out in Policy SS5)	110	70 ²⁰	40
Total windfall allowance	816	352	464
Total Supply of Housing	12415	5487	6928

*Includes sites that have planning permission, allocated in Adopted Local Plan and made Neighbourhood Plans, and identified capacity sites.

**Includes Whitenap Allocation at 1100 dwellings

- 3.102 The Local Plan 2040 makes provision for a sufficient number of homes to meet the residual housing supply figure. The proposed site allocations are listed in Policy SS6 with further detail in the individual site policies set out in Chapter 4. A Housing Trajectory is provided setting out the delivery of the proposed site allocations.

Spatial Strategy Policy 6 (SS6): Meeting the Housing Requirement

The Northern and Southern minimum housing requirement is being met through housing completions, commitments, strategic allocations and the rural housing requirement.

The strategic allocations are set out in the table below. Development at these allocations will be guided by comprehensive masterplans to achieve high quality sustainable design and connectivity to the surrounding area. The strategic allocations will be supported in accordance with Policies NA1, NA4-NA8 and SA1 and SA4 – SA7 and SA8, the general requirements identified at Appendix 3 and the Development Plan.

Northern Housing Market Area		Southern Housing Market Area	
Site	Number of Homes	Site	Number of Homes
Land South of London Road, East Andover	90	Land South of Ganger Farm, East Romsey	340
Land at Manor Farm, North of Saxon Way, North Andover	800	Land South of the Bypass, South Romsey	110
Land at Bere Hill, South East Andover	1400	Land at Velmore Farm, Valley Park	1070

²⁰ There is permission for 18 dwellings for one site that forms part of the Neighbourhood Plan housing requirement for King's Somborne that is accounted for within this total.

Land East of Ludgershall	350	Land at King Edwards Park, Chandler's Ford	44 C2 units*
Land South East of Ludgershall	1150	Land at Upton lane	Approximately 80

**C2 units extra care accommodation*

Meeting our Economic Needs

- 3.103 There is a strong and robust local economy in Test Valley. This is key to delivering prosperity and quality of life. However, the long-term impact of the Coronavirus pandemic is affecting the way in which we work and has changed and accelerated working patterns. Other national factors such as the cost of living are impacting our national economy and we will need to support recovery, especially during periods of economic instability.
- 3.104 National policy emphasises the role of the planning system in helping to create an environment in which businesses can invest, expand and adapt. A key part of delivering sustainable development is building a responsive and competitive economy, including by ensuring the appropriate availability of land to support economic growth, innovation and improved productivity.
- 3.105 The Borough is easily accessible by both road and rail to: London, the West Country, the Midlands and the south coast. This makes it an attractive location for businesses wishing to take advantage of this and access to these wider regional markets. Test Valley does not therefore form a single economic area but is rather made up of distinct parts.
- 3.106 The Borough has experienced significant employment and business growth in recent years. We have delivered 5.9 hectares of new employment development over the period 2020/21 to 2021/22²¹. This has included significant growth at Andover Business Park, Nursling and Adanac. This is an indicator of confidence in the local economy and that of continued economic growth.
- 3.107 The Local Plan 2040 will continue to support economic growth. We will need to set out our anticipated employment needs and approach to meeting this. This will need to take account and be flexible to the changes in the structure of the local economy as it continues to evolve particularly in response to the recovery from the pandemic.

²¹ This breaks down to 4.2 hectares delivered in the south of the Borough and 1.7 hectares delivered in north of the Borough.

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

Future Employment Needs

- 3.109 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 Valley²².
- 3.110 This study uses the starting point for assessing economic needs as set out in National Planning Practice Guidance (PPG). Therefore the methodology gives significant weight to recent past levels of completions, particularly in the last five years. This is further impacted by the nature in which employment development is delivered which is 'lumpy' i.e., a large factory or warehouse is usually completed in one go in a single year. Much of this is meeting a wider sub-regional need. This results in a forecast of future economic needs which 'bakes in' this recent level of growth and will inevitably reflect a need that meets sub-regional need along with our own local need. The Study acknowledges this. It concludes the forecast for Test Valley may not be realistic or be able to be accommodated based on this past trend-based methodology.
- 3.111 Reflecting the outcomes and conclusion of the Study, we have undertaken a further employment needs study. This takes forward the assessment in the Employment, Economic and Commercial Needs Study (Stantec) 2021 but complements this by also considering:
- forecasts of economic growth taking account of the varying economic sectors in the Borough
 - level of commercial demand for Test Valley
 - market attractiveness
 - suitability of existing and potential sites
 - taking account of the impact of the housing requirement on the working age population and labour supply
- 3.112 The Test Valley Employment Needs Further Analysis Study (DLP) 2022 still takes account of past trends but balances this against the other relevant

²² Areas relate to the split in the Adopted Local Plan, with STV also corresponding to the area of Test Valley within South Hampshire and which is covered by the Partnership for South Hampshire (PfSH).

factors listed above to ensure this is robust and appropriate for Test Valley. We are proposing to take forward the figures in the Test Valley Employment Needs Further Analysis Study (DLP) 2022 for our employment land requirements. This is set out in Policy SS7 and summarised in Table 3.4.

Table 3.4 Employment Needs 2020 to 2040

		Southern Test Valley				Northern Test Valley			
		B1a/B1b	B1c/B2	B8	Total	B1a/B1b	B1c/B2	B8	Total
Total need (Gross)	Sq m	31,778	26,099	103,596	161,473	27,665	41,999	55,515	125,719
	ha	7.9	6.5	25.9	40.4	6.9	10.5	13.9	31.3

3.113 There has been a change in how employment uses are classified during the preparation of the Local Plan 2040. The Uses Classes Order classifies these uses²³. The floorspace and land need figures for employment uses are therefore sub-divided into:

- Class Egi Offices,
- Class Egii Research and Development,
- Class Egiii Industrial Processes,
- Class B2 General Industrial
- Class B8 Storage and Distribution.

3.114 The highest need figures in Test Valley are for Class B8.

3.115 We are seeking to meet the employment need figures in so far as we can but recognise that the local plan is over a long period to 2040 and there may be changes in the economy between these different uses reflecting future working patterns. Therefore Policy SS7 covers all types of employment needs and a flexible and pragmatic approach will be taken.

3.116 A Functional Economic Market Area (FEMA) is not the same as a Housing Market Area (HMA) and extend beyond the Borough's boundaries. Similar to Housing Market Areas, there are two distinct Functional Economic Market Areas in Test Valley. A Functional Economic Market Area (FEMA) defines an area of similar economic factors with boundaries that reflect the drivers of the local economy and the area in which it operates. In Test Valley there are two FEMA which are similar to the Northern and Southern HMAs. Our employment

²³ Previous use Class B1a, B1b and B1c are now Egi, Egii and Egiii, respectively.

requirement has therefore been split based on the Northern Test Valley and Southern Test Valley HMAs.

Spatial Strategy Policy 7 (SS7): Employment Land Requirement

The employment land requirement for the Borough is a minimum of 71.7 hectares, to be delivered over the plan period of 2020 to 2040. The minimum employment land requirement is split between the Northern and Southern Test Valley (as per the Housing Market Areas as identified in Figure 3.2) and is as follows:

- **Northern Test Valley: 31.3 hectares**
- **Southern Test Valley: 40.4 hectares**

Employment Land Supply

3.117 We have assessed whether we have sufficient existing supply of employment land to meet our economic needs. Table 3.5 sets out our current supply of employment land. This concludes we have sufficient supply to meet our employment land requirements in Northern Test Valley and in Southern Test Valley. The Local Plan 2040 makes employment site allocations to meet this need.

Table 3.5: Employment supply for Southern and Northern Test Valley 2020-2040²⁴

	Southern Test Valley			Northern Test Valley		
	B1a/B1b	B1c/B2	B8	B1a/B1b	B1c/B2	B8
Total Need	7.9	6.5	25.9	6.9	10.5	13.9
Net Completions 2020-2022	1.9	1.9	0.4	0.4	0.8	0.5
Supply	11.4	12.7	0.1	7.0	11.4	13.4
Residual	5.3	8.1	-25.4	0.5	1.7	0

3.118 The Borough includes a number of Strategic Employment Sites, which are identified on the Policies Map. These sites are set out in Policy SSP9. These sites make a significant contribution to the local economy as a focus for jobs and

²⁴ The Employment completions and supply is based on the data set out in the DLP Study which is as of 31 March 2022. This will be reviewed to informed the Regulation 19 stage.

opportunities to live and work in close proximity. Significant new employment floorspace has been delivered on a number of these sites in recent years, and undeveloped plots remain available. These sites will continue to make a contribution towards meeting our employment needs over the plan period along with new allocated employment sites.

- 3.119 For Northern Test Valley, taking account of recent completions and existing supply, we are in the positive position of having no surplus needs to meet. However, in these circumstances it is appropriate to consider whether there are any sustainable sites that offer a different type and high quality employment land to justify over allocating. This also includes providing for a wide range and choice of sites and providing flexibility, over the plan period. Taking a positive and proactive approach to supporting economic growth and inward investment through providing further employment land we consider can be justified.
- 3.120 For Southern Test Valley, taking account of recent completions and existing supply, there remains a shortfall in meeting our needs and more specifically there is shortfall for Class B8 land (warehousing). It is a challenge to meet this need in full, particularly given the constraints on the availability of sites, particularly for large scale Class B8 use, as is the case across South Hampshire as a whole. We are proposing to meet the employment requirements for Southern Test Valley for offices and industrial uses in full and meet our needs for warehousing and logistics as far as practicable through new site allocations.

Spatial Strategy Policy 8 (SS8): Meeting Employment Land Requirement

The Northern and Southern Test Valley minimum employment land requirements will be met through employment land completions, commitments, strategic employment sites, and site allocations. The strategic employment sites and strategic allocations are set out in the table below. Development at these sites and allocations will be supported for employment uses in accordance with the Development Plan.

Employment Site Allocations

Northern Test Valley	Hectares	Southern Test Valley	Hectares
Land South of Thruxton Aerodrome, Thruxton	15	Land Adj to Abbey Park, Romsey	5.9
		Land South of Botley Road, Romsey	1.2
		Land at Test Valley Business Park, North Baddesley	2.2

		Kennels Farm, Extension to University of Southampton Science Park, Chilworth	3.9
		Land at Upton Lane, Nursling	8.5
		Land at Velmore Farm, Valley Park	1.5

Strategic Employment Sites

Northern Test Valley	Southern Test Valley
Andover Airfield Business Park, Andover	Abbey Park Industrial Estate, Romsey
Walworth Business Park and Extension, Andover	Romsey Industrial Estate, Romsey
East and West Portway Business Park, Andover	Budds Lane Industrial Estate, Romsey
Anton Mill Trading Estate, Andover	Belbins Business Park, Romsey
Glenmore Business Park, Colebrook Way, Andover	Wynford Industrial Estate, Romsey
Meridian Park, Greenwich Way, Andover	Yokesford Hill Estate, Romsey
Fairground, Weyhill	University of Southampton Science Park, Chilworth
Weyhill Business Park, Weyhill	Test Valley Business Park, North Baddesley
Mayfield Avenue Industrial Park, Weyhill	Adanac Park, Nursling
Thrupton Aerodrome, Thrupton	Nursling Estate, Nursling
Harewood Forest Industrial Estate, Longparish	Dean Hill Park, West Dean
	School Lane Industrial Estate, Chandler's Ford (across boundary with Eastleigh Borough)
	Hampshire Corporate Park, Chandler's Ford (across boundary with Eastleigh Borough)

	South of Brownhill Way, Nursling (across boundary with Southampton)
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Delivery, and Contingency and Monitoring

- 3.121 Delivering and implementing the policies and proposals of the Local Plan, at the appropriate time and in a sustainable way, is a challenge. The Council will not be able to deliver the proposed development alone. It will need the support and involvement of a number of organisations.
- 3.122 The Council has engaged with a range of stakeholders in preparing the draft Local Plan 2040. This includes public agencies and the private sector who will play a key role in delivering proposals and infrastructure and provide advice on technical matters. This includes (and is not limited to) neighbouring authorities, developers, infrastructure providers, local communities and interest groups and other organisations relating to the 'duty-to-cooperate'.
- 3.123 Engagement ensures the draft Local Plan takes account of their priorities, helps to meet national requirements and is deliverable. However there are challenges to this, and most notably related to viability. The viability of development is crucial to the delivery of high-quality sustainable development with the necessary infrastructure being delivered in a timely matter by partners and stakeholders.
- 3.124 A Viability Study has been undertaken on the Local Plan 2040 to assess whether the draft policies have a negative impact on the viability of development. This assesses those policies which have a direct financial impact on development e.g. open space and affordable housing. The Viability Study concludes there is a strong local housing and employment market but also the level of financial obligations required to deliver infrastructure and mitigate impact of development has increased in recent years.
- 3.125 The whole plan Viability Study indicates that the cumulative impact of the Local Plan 2040 policies won't result in development becoming unviable in Test Valley. Overall, the requirement for 40% affordable housing is achievable.
- 3.126 The Viability Study takes into account costs and values at a point in time and are subject to change. The costs to achieve net zero carbon on buildings will be kept under review as construction costs are likely to reduce over time as technologies develop and developers invest in more net zero carbon solutions.

3.127 Policy COM1 (Delivering Infrastructure) sets out the Council's expectations for assessment and independent verification of viability.

Monitoring and Contingency

3.128 The Local Plan looks forward to 2040. Over this period the circumstances for which the Plan has been produced will change. Some of the situations which trigger change will be due to external factors outside of the Council's control such as a change to the economic climate. The policies have been produced to be flexible and resilient to changing circumstances.

3.129 A draft Monitoring Framework is provided which sets out how the plans and policies of the draft Local Plan 2040 will be monitored. This includes a number of targets and indicators. This will be reported in the Authority's Monitoring Report which is published annually. The Council's Housing Implementation Strategy also includes details of housing delivery and looks to ensure a consistent supply of developable land.

3.130 This will enable the Council to identify if the plan is not delivering as intended. If the Plan is not, it may be necessary to review all or part of the Plan in order to react to the situation in particular if we are not meeting our housing or employment needs. The Council has identified a number of contingency actions should there be an issue with delivery of development however this will depend on the situation. The delivery of development is influenced by a number of factors many of which are outside of the control of the Council.

3.131 If situations occur where the delivery of development identified is slower than anticipated, the Council will review the situation and take appropriate steps. There may be situations where a site is not being delivered because it is no longer viable. In these situations, the Council will consider the renegotiation of legal agreements completed as part of the existing planning permission.

3.132 Where monitoring identifies a lack of progress the Council and its partners will evaluate the reasons why and take appropriate action, which could be:

- Work with landowners and developers to identify reasons and causes for delay and discuss with partners and other stakeholders to bring sites forward;
- Keep under review its own land holdings and the potential to release them to the development industry;
- Work in partnership with Registered Providers (RP) and the development industry;

- Liaise regularly with key infrastructure providers;
- Work with landowners and developers to consider the viability of development and review the level of contributions;
- Identify the barriers and causes of delay to delivery of infrastructure and identify alternative potential sources of funding;
- Review the Strategic Housing Land Availability Assessment and Employment Land Study to see if there are any additional sites that could come forward;
- Review the housing trajectory to see if the phasing of those sites identified could be altered;
- Consider reviewing phasing of infrastructure or enable alternative programmes of delivery; and
- The Council may consider the use of Compulsory Purchase Orders in order to progress development.

3.133 The NPPF requires local plans to be kept up to date and have a 15 year time frame. In our Local Development Scheme (2023) we have set out our intention to commence the review of the Local Plan 5 years from Adoption unless monitoring indicates an early review is needed.

Spatial Strategy Policy 9 (SS9): Delivery, Monitoring and Contingency

If the Local Plan is not delivering in accordance with the Monitoring Framework, appropriate contingency measures will be undertaken.

If development is not taking place as envisaged, the Council, in conjunction with its partners, will investigate the reasons for this and will implement appropriate action.

Chapter 4: Test Valley Communities

Overview

- 4.1 The Local Plan 2040 proposes to deliver development in a sustainable way taking account of the varied character and communities of Test Valley. The Spatial Strategy has identified the broad direction of growth along with the level of housing and employment needs to meet our growing communities. This chapter sets out where new development is proposed to meet these needs.
- 4.2 The Local Plan 2040 includes proposed strategic housing and employment sites at our largest, most sustainable settlements in Northern and Southern Test Valley. In the rural area, our rural communities will be identifying how and where they meet their varying housing and other development needs, as set out in Chapter 3.
- 4.3 To reflect the varied local character and communities of Test Valley, this Chapter sets out the site-specific policies and allocations by the two Housing Market Areas:
- **Northern Test Valley:** this covers the area north of the A30 and includes Andover, Test Valley's largest settlement, with strategic employment sites at Portway Business Park and Walworth Industrial Estate. The next largest settlement is at Charlton.
 - **Southern Test Valley:** this covers the area south of the A30 and includes the town of Romsey which is at the heart of Southern Test Valley. The next largest settlements are at North Baddesley, Nursling and Rownhams, Valley Park, Chandler's Ford and Stockbridge.

Site Assessment Process

- 4.4 A site selection methodology identifies the process in which we assess whether sites are sustainable. It provides outcomes on whether sites can be taken forward for allocation. We have set a site selection methodology that takes a clear stepped approach showing when sites have been discounted from the process.
- 4.5 The site selection process for housing is based on 5 stages and for employment is 4 stages. Both processes have been undertaken iteratively, with technical evidence including the Sustainability Appraisal, informal consultation with key stakeholders and infrastructure providers, along with our own spatial strategy informing the process.

Housing Site Assessment

4.6 The site selection stages for housing sites are:

- The first stage is informed by national policy and guidance. This provides direction on how to gather the range of sites available, which are collated and evidenced through the Strategic Housing and Economic Land Availability Assessment. This provides the starting point for the site selection process.
- The second stage applies a Site Threshold Assessment. We have undertaken an assessment of all sites that have a proposed capacity of more than 10 dwellings
- The third stage involved a detailed assessment of significant constraints and opportunities which would result in reducing the site capacity to less than 10 dwellings
- The fourth stage has assessed the sites for consistency with our spatial strategy including the approach to our rural communities. All sites in the rural area have been excluded from the Local Plan site selection process. These sites will help inform our rural communities in considering proposed housing allocations.
- The fifth stage involved undertaking a detailed assessment. This involved undertaking a Sustainability Appraisal on each of the sites, informal engagement with key stakeholders to seek their technical and technical evidence to provide guidance on specific matters..

4.7 The initial outcomes of the detailed assessment stage for both Northern and Southern Test Valley, led to a small group of housing sites that came to the top of the assessment as being sustainable. The total of the group of sites was in excess of meeting our housing requirements. As the detailed assessment stage came to a conclusion, the technical studies, further informal engagement and the Sustainability Appraisal assessment of combinations of sites has informed which sites are considered sustainable and deliverable to be taken forward in the Local Plan 2040. This is summarised in the Site Selection Topic Paper.

Employment Site Assessment

4.8 The site selection stages for employment sites are:

- The first stage is the gather the range of sites available, which are collated and evidenced through the Strategic Housing and Economic Land Availability Assessment. This provides the starting point for the site selection process.

- The second stage applies a Site Threshold Assessment. We have undertaken an assessment of all sites that have a proposed capacity of approximately 1 hectare or more.
- The third stage has assessed the sites for consistency with our spatial strategy. If the site is very isolated it has been discounted at this stage.
- The fourth stage involved undertaking a detailed assessment. This involved undertaking a Sustainability Appraisal on each of the sites, informal engagement with key stakeholders to seek their technical and technical evidence to provide guidance on specific matters.

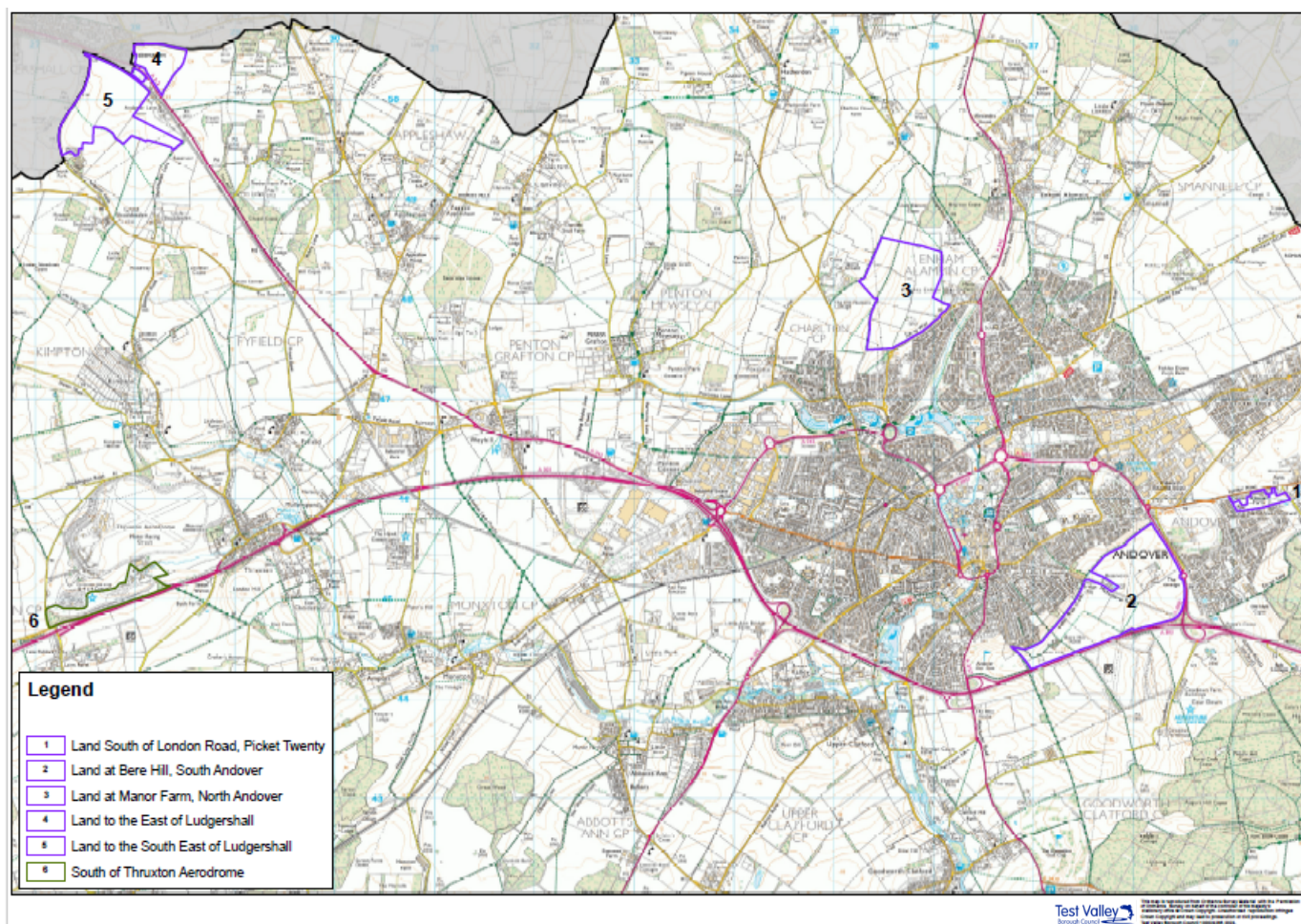
- 4.9 The outcomes of the detailed assessment varied between Northern and Southern Test Valley. This is explained further later in this Chapter. The outcomes have informed which sites are considered sustainable and deliverable to be taken forward in the Local Plan 2040.
- 4.10 The site selection process and sustainability appraisal has provided a thorough assessment and evidence of our sites. The Site Selection Topic Paper summarises why sites have or haven't been taken forward for allocation at this stage. Although there is a planning justification of why sites have been taken forward, the difference in sustainability between some of these sites is still relatively marginal. This is a similar position to when the Adopted Local Plan 2016 was being prepared.
- 4.11 There are several technical studies and papers which provide the evidence for our site selection process. This includes the Infrastructure Delivery Plan, Sustainability Appraisal, Habitats Regulations Assessment, Landscape Sensitivity, Strategic Flood Risk Assessment, Local Gaps Study, Water Cycle Study, Transport Assessment, and Viability Assessment.

Northern Test Valley

- 4.12 At the heart of Northern Test Valley is Andover, a historic market town on the River Anton. Andover is located close to the A303, providing wider connectivity with Basingstoke, Salisbury and other settlements in Wiltshire and the southwest. The A30 splits the Northern and Southern areas of the Borough and along with the A303 provides good access to the wider road network including the A34 and M3 to the east.
- 4.13 The area around Andover is highly rural, with the North Wessex Downs Area National Landscape covering the northern boundaries of the Borough. There are a few larger rural settlements including Charlton providing local services and facilities. In addition, the settlement of Ludgershall is immediately adjacent to the Borough boundary and although located in Wiltshire, has functional links with Andover.

- 4.14 Andover is a highly sustainable settlement providing a range of services and facilities and has been the focus for sustainable development in recent years, with large urban extensions having taken place to the east of Andover at Picket Piece, East Anton and Picket Twenty. The town has key strategic employment sites including Walworth Business Park, East and West Portway Business Park, and Andover Business Park reflecting its location on the A303 and wider connectivity.
- 4.15 The overarching priorities for Northern Test Valley are to support the regeneration of Andover Town Centre, focus sustainable growth at Andover and at other larger settlements, and to support the existing strong and diverse economy.
- 4.16 The development requirements for Northern Test Valley are set out in Spatial Strategy Policies 3 to 8. The Local Plan 2040 will need to make provision for 6,270 homes and 31.3 hectares of employment land to meet our needs. Rural communities in Northern Test Valley will need to deliver 260 homes as a minimum over the plan period.
- 4.17 The policies for Northern Test Valley cover the regeneration and quantum of development to be delivered in Andover Town Centre,
- 4.18 There are five strategic housing allocations which will ensure there is enough housing provision to meet our residual housing requirement. The policies for the sites are as follows:
- Land South of London Road, East Andover
 - Land at Manor Farm, North of Saxon Way, North Andover
 - Land at Bere Hill, Southeast of Andover
 - East of Ludgershall, Ludgershall
 - Southeast of Ludgershall, Ludgershall
- 4.19 A map is provided for each of the strategic housing allocations showing the site boundary. They show indicatively where relevant policy requirement may be required and are provided for illustrative purposes only.
- 4.20 There is one strategic employment site and one criteria-based policy safeguarding a site for particular employment uses. These policies for employment are as follows:
- Proposed strategic allocation at Land South of Thruxton Aerodrome, Thruxton
 - Criteria based policy for Thruxton Aerodrome supporting the redevelopment of existing employment uses.

Figure 4.1: Proposed Site Allocations and Strategic Employment Sites.



Andover Town Centre

- 4.21 Andover town centre has many attractive and unique features. There are a variety of historic buildings, features and spaces, green spaces, a river frontage and a busy town centre, offering a range of community facilities, leisure and retail services. However, the use of the town centre is experiencing change reflecting changes in shopping behaviours.
- 4.22 The Adopted Andover Town Centre Masterplan identifies ways in which the town centre can be adapted, enhanced and regenerated, to help it meet the future needs of residents, businesses and visitors. The Local Plan 2040 strategic policies for Andover Town Centre are seeking to support and aid the delivery of the Masterplan. The policies identify the importance of development being in accord with the Masterplan and the quantum of development that will take place which will help to meet our boroughwide needs. There are also policies guiding the design and appropriate uses for the town centre.
- 4.23 The objectives identified in the Andover masterplan have the following focus;

- a) Social and inclusive: A town centre that is relevant to its local community. This is accessible to all, by foot, wheelchair, cycle, bus, rail or car. With a range of health services and community facilities to meet the needs of all its residents. With an affordable and diverse housing mix suitable for the elderly, young people and families.
 - b) Green and Ethical: A town centre that addresses the climate emergency, helping to increase its biodiversity and eliminate its carbon footprint. That recognises the importance of ethical and local trading. That prioritises walking and cycling and encourages electric vehicles.
 - c) Creative and Enterprising: Improved facilities and a modern campus for Andover College. A new and improved Lights Theatre in the centre of town, promoting local arts and creative organisations and supporting the evening economy. Sustainable workspace for small businesses and new office space.
 - d) Unique and Independent: A town centre that values its heritage assets, placing the Guildhall and St Mary's Church at the centre of civic and community life. That 'curate' local markets and events and designs bespoke stalls, seating and public art.
- 4.24 Policy NA1 sets out the importance of development taking account of the Adopted Masterplan including the objectives.
- 4.25 Delivery of the Andover Masterplan has begun. Detailed feasibility and design work is currently underway. This will determine the detailed costs and benefits of the measures put forward in the adopted Masterplan and will ensure both that the investments are attractive and that the benefits to the local community and economy are safeguarded.
- 4.26 Policy NA1 will be identifying the quantum of housing and retail floorspace to be delivered in Andover Town Centre over the plan period. Current evidence on capacity of the Town Centre indicates approximately 367 homes can be delivered in the Town Centre. Work to understand the level of retail floorspace needed will be undertaken to inform the Regulation 19 document.

Northern Area Policy 1 (NA1): Andover Town Centre

Development in Andover Town Centre will need to take account of Andover Town Centre Masterplan. Development will need to demonstrate how it forms part of the wider comprehensive redevelopment of the Town Centre.

Andover Town Centre will accommodate approximately 367 homes.

Delivering High Quality Design in Andover Town Centre

- 4.27 In order to continue to attract visitors, customers and investment, it is essential that regeneration proposals for Andover create well-designed areas that are welcoming, vibrant and that encourage activity, recreation and a sense of community. The effort invested in the design of buildings, walking and cycling routes and the public realm, will help to ensure the long-term resilience and viability of the town.
- 4.28 Policy NA2 aims to ensure new development in the town centre will be designed in a sensitive way that supports and encourages vibrancy while enhancing and protecting its historic and architectural qualities and sense of place. Schemes will be required to properly address and make full use of public realm opportunities, enhancing the existing character and heritage assets.
- 4.29 The Council has approved the Public Realm Design Guide Manual Supplementary Planning Document (SPD) in April 2023. A draft Design Guide will also be prepared.
- 4.30 These guides will set out detailed guidance and design principles that the Council will expect proposals to address, in order to preserve and enhance the integrity and character of the Town Centre. Policy NA2 and supporting design guidance will set out key principles and approaches, without stifling creativity or progress through overly prescriptive guidance.
- 4.31 The Council will encourage positive engagement in the design process. Where appropriate, developers should seek to engage the services of reputable architects and design professionals. The Council's Design Review Panel and preapplication process can support this engagement.
- 4.32 The historic core of Andover is covered by a conservation area. The protection and conservation of heritage assets and the character of the historic town centre is important in encouraging increased visitors to the town and investment. The Council has recently approved the Andover Conservation Area Appraisal and Management Plan (CAAMP) (2021) which will ensure that proposals respond positively to the setting and historic character of the town centre.

Key Design Considerations

- 4.33 The Boroughwide design policies DES1-2 will also apply to development proposals, alongside this policy for Andover town centre. Policy NA2 identifies

the design considerations that are specific to delivering the regeneration of the Town Centre.

- 4.36 It is important to create and maintain active frontages in the town centre particularly at ground floor level. Architectural interest and a positive relationship between the ground and upper floors of buildings is important. Where possible, buildings in the town centre should aim to open onto the street, providing activity, interest and natural surveillance onto the public realm, which can in turn help places to feel safe, particularly during the evenings or at night.
- 4.37 Service areas for both residential and commercial uses are essential for the practical operation of businesses and residences, but their design and layout should seek to hide and screen these functional areas from view and the public realm.
- 4.38 The layout of proposals will need to contribute to making the town centre a welcoming place and enhance connectivity through walking, cycling and other sustainable transport modes.
- 4.39 The provision of green infrastructure is important throughout the Borough, including within town centres. New trees and the use of green roofs and walls will be encouraged in appropriate locations, where they are sustainable and where longer term maintenance and management is deliverable. Enhancement of waterways in the town centre and the benefits this provides for visitors and wildlife will be encouraged.
- 4.40 It is important that public realm improvements, including new public art installations, are complementary to the character, heritage and local distinctiveness of the town centre. They can contribute to the cultural, aesthetic, visual and economic vitality and interest of the area. The Council's Public Art Strategy²⁵ is an important resource.
- 4.41 New residential uses within the town centre, especially those permitted on upper floors within the primary shopping area, may be subjected to increased noise which comes with being located within a more urban location. The Council is seeking to encourage an active evening economy in the town, which should be taken into consideration by developers when applications are submitted.

²⁵ Available at: <https://www.testvalley.gov.uk/communityandleisure/artsandculture/publicart/public-art-strategy>

Northern Area Policy 2 (NA2): Delivering High Quality Development in Andover Town Centre

Town centre development will be of a high quality and will take into consideration how it impacts the existing character and setting of the town centre. In order to achieve this:

- a. Contextual analysis will take into account Andover Conservation Area Appraisal and Management Plan. This document identifies key views to, from and including important buildings and landmarks, listed buildings, architectural styles, building materials, distinctive features, details and archaeology.**
- b. Applicants will demonstrate that ground floors use within town centres will maintain attractive, functional and accessible active frontages in order to increase activity and promote a vibrant and safe environment throughout the day and into the evening through increased surveillance.**
- c. Town centre development shall be visually attractive and use high quality materials creating welcoming places and enhance a well-connected, functional and high-quality public realm to minimise opportunities for crime and disorder (anti-social behaviour).**
- d. Private amenity spaces and service areas will be well designed to ensure they are fit for purpose, positively integrated or screened within the street scene and functionally separate from public spaces.**
- e. Existing green spaces within the town centres will be improved or enlarged unless any loss can be justified, and alternative provision provided. Contributions will be sought toward the creation of appropriate, sustainable new green spaces or green infrastructure and biodiversity throughout the town centre.**
- f. Contributions will be sought towards the production of high quality, strategic, integrated public art which will help to enrich the quality, culture, heritage and vibrancy of town centres and will be provided in accordance with the Public Art Strategy.**

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

Andover Town Centres Uses

4.43 Strategic Policy NA3 identifies the boundaries for Andover town centre and primary shopping area. It is an NPPF requirement to identify these boundaries and the town centre and primary shopping areas set out in the current Adopted Local Plan 2016 have been reviewed and revised. The proposed boundaries reflect the extent and scope of the Masterplan boundaries and the existing concentration of shops and other town centre uses. The revised boundaries are in accordance with national policy as explained in the Town Centre Topic Paper.

4.44 This policy sets out the roles and appropriate uses of the three zones identified within the town centre.

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

4.45 Policy NA3 supports the provision of homes within Zones B and C in the town centre, recognising that this can play a role in regeneration at the most sustainable locations, with easy access to services and facilities. This reflects guidance in the NPPF which recognises that residential development at appropriate locations within town centres can help to enhance their vitality.

4.46 Policy NA3 supports uses which may increase the tourism offer of Andover town centre, such as cultural and hospitality provisions in the primary shopping area (Zone A) and outer town centre (Zone B), to help to support the leisure and tourism economies.

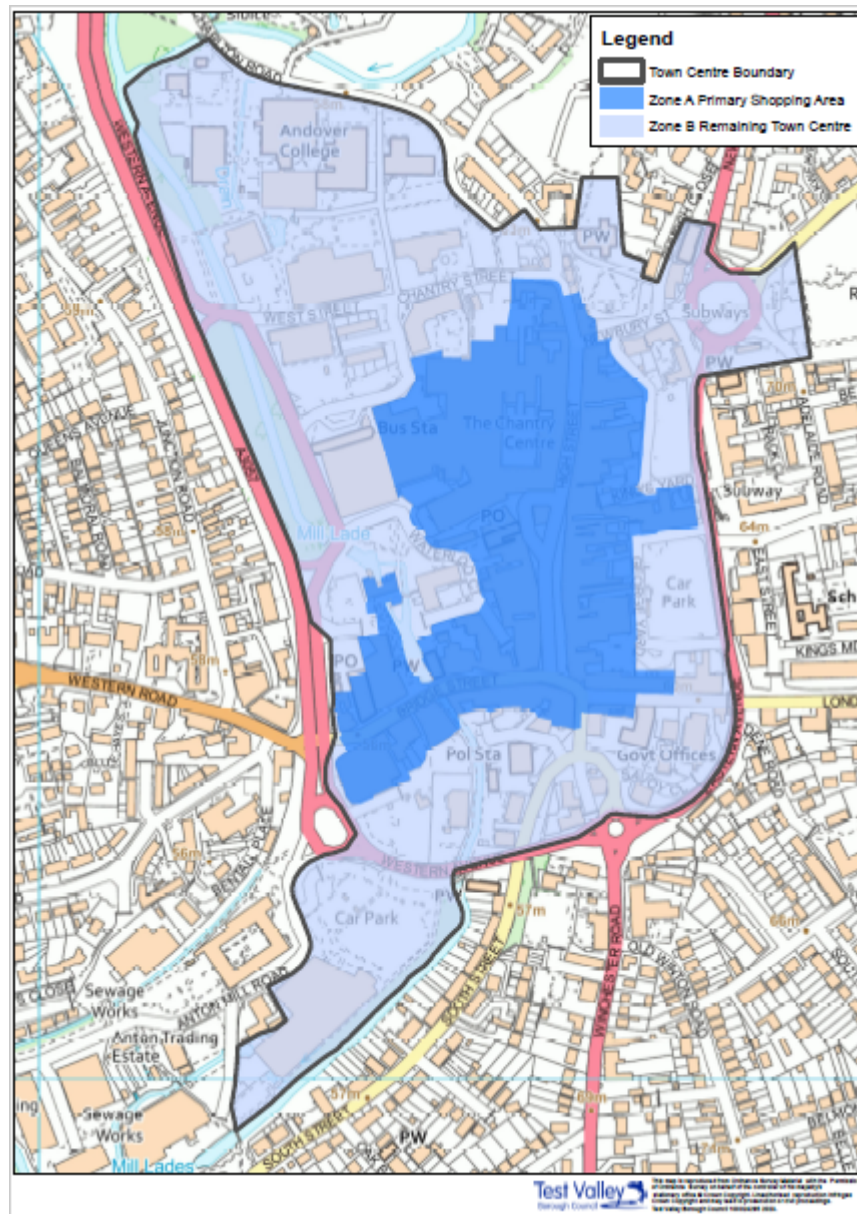
Northern Area Policy 3 (NA3): Andover Town Centre Uses

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

Andover Town Centre Zones and Uses

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

Figure 4.2: Andover Primary Shopping Area and Town Centre Boundary



Strategic Housing Site Allocations

- 4.47 The proposed strategic housing site allocations in Northern Test Valley are focussed at the largest and most sustainable settlement of Andover and at the market town of Ludgershall. Ludgershall is located on the western edge of Test Valley in Wiltshire with land adjoining Ludgershall located in Test Valley.
- 4.48 Three proposed housing site allocations are at Andover, to the north at Land at Manor Farm, to the east at Land south of London Road and to the southeast at Land at Bere Hill. There are two proposed sites in Test Valley at Ludgershall.

There is a site to the east of Ludgershall, north of Andover Road and a site to the southeast of Ludgershall, south of Andover Road.

- 4.49 For each of the proposed housing site allocations, the site policies sit alongside a list of General Requirements as set out at Appendix 3. The site policies focus on only site-specific matters whereas the General Requirements bring together requirements that will apply for all sites.
- 4.50 The site policies and General Requirements reflect the evidence and engagement undertaken to inform this stage of plan making (Regulation 18). The evidence at this stage has provided a high-level indication of what infrastructure and mitigation is needed for each site. Further evidence and engagement to refine the policies and General Requirements will be undertaken to inform the next stage of plan making (Regulation 19).

South of London Road, Picket Twenty, Andover

- 4.51 This site is to the east of Andover, at Picket Twenty. The site borders the previously developed Picket Twenty Extension to the west and south and the Middleway to the east. The site also abuts Harewood Common along part of the southern boundary of the site.
- 4.52 The site partially covers an area which was previously allocated for residential development in the Adopted Local Plan 2016 at Picket Twenty. It provides an opportunity to deliver a sustainable expansion to the Picket Twenty Extension allocation of approximately 90 dwellings. The site has good linkages to the existing residential development at Picket Twenty, with opportunities for residents to use local key services and facilities. The proposed development will need to integrate with existing pedestrian, cycleways and public transport connections.
- 4.53 Off-site financial contributions will be required towards local schools and this is likely to include contributions towards Pilgrims Cross CA (A) Primary School at Picket Twenty.
- 4.54 The site will provide an opportunity to extend the neighbouring Harewood Common green space (adjacent to the south-east corner of the site). This extension to Harewood Common will be located along the eastern boundary of the site.
- 4.55 The site access is anticipated to be via Picket Twenty way and Eddery Road / Pollard Road. There may be requirements for a contribution towards junction improvements on Picket Twenty Way.

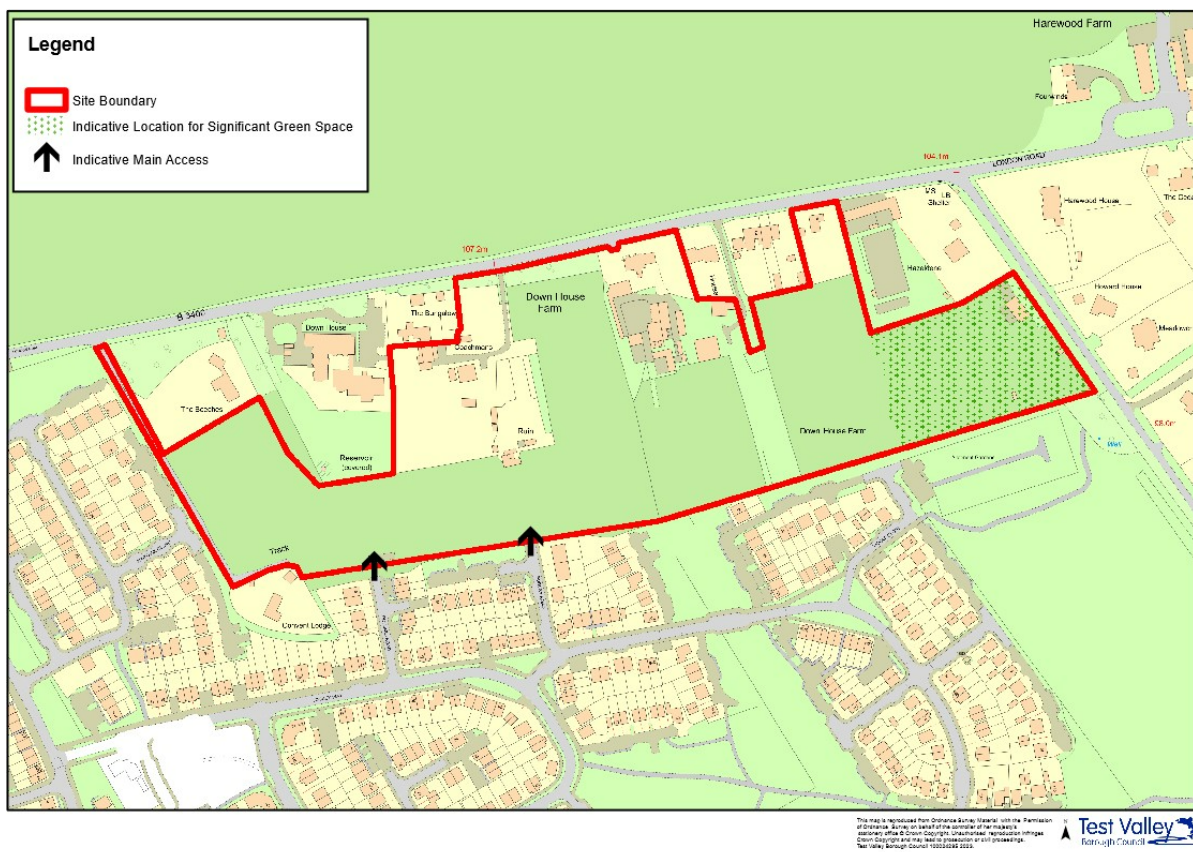
- 4.56 The development should be located to avoid adverse road noise impacts from the B3400 London Road. A noise mitigation strategy will be required to inform the master plan preparation.
- 4.57 There will be a residual risk of cumulative impacts of surface water in the wider area and a strategic approach should be taken to address any potential flood risk.

Northern Area Policy 4 (NA4): Land South of London Road, Picket Twenty

A strategic housing allocation of approximately 90 dwellings is proposed south of London Road at Picket Twenty. Development will be permitted subject to:

- a) Provision of green space in the east of the site to extend Harewood Common,**
- b) Access to the development via Picket Twenty way and Eddery Road / Pollard Road,**
- c) A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding, and**
- d) Submission of a noise mitigation strategy in relation to the impact of noise from the B3400.**

Figure 4.4: Land South of London Road, Picket Twenty



Land at Manor Farm, North of Saxon Way, Andover

- 4.58 Land at Manor Farm is immediately north of Saxon Way in Andover. It lies south west of Enham Alamein village and north east of Charlton village, with the historic hamlet of Knights Enham adjoining the south eastern boundary. To the west of the site is Charlton Cemetery, Charlton Park Crematorium, Andover Rugby Football Club, Andover and New Street Football and Social Club and Andover Archery Club.
- 4.59 The site provides an opportunity to deliver a strategic allocation of approximately 800 dwellings at a sustainable location adjacent to Andover, potentially with the delivery of a local centre to provide community uses and small scale retail provision. Further technical evidence of market demand for commercially led facilities and need for community facilities will be required in the context of existing local facilities. This will be identified at Regulation 19 stage.
- 4.60 The site offers the opportunity for a small-scale employment land allocation (in the region of 1.5ha, or 5,000sqm floorspace) with potential uses including office, research and development, and light industrial floorspace.

- 4.61 Off-site financial contributions will be required towards local schools and this is likely to include contributions towards Knights Enham Nursery and Infant School and Knights Enham Junior School.
- 4.62 High quality sustainable development will be required that is integrated with existing pedestrian, cycleways and public transport connections to nearby residential development, facilities and Andover Town Centre. Within the vicinity of the site there are key facilities, such as shops and community facilities, at Saxon Way and Charlton village.
- 4.63 The site is near Charlton where there is a 'Made' Neighbourhood Plan in place. The Charlton Neighbourhood Plan includes a site allocated for residential development adjacent to the southwest corner of the site. As these two development sites come forward, the masterplan and layout of the sites will need to ensure connectivity between sites via active travel modes.
- 4.64 Development will need to consider its impact on the setting of the North Wessex Downs National Landscape²⁶.
- 4.65 A significant area of publicly accessible Green Space will be required in the northern part of the site. The Green Space will provide opportunities for access to the countryside and will provide a defensible boundary to the north of the site. The shape and location of the northern site boundary may evolve in response to the Green Space. Additional work will be required to refine the precise area and nature of the green space to inform the Regulation 19 document.
- 4.66 There are several Public Rights of Way crossing the site which provide an opportunity to link the site with publicly accessible green spaces in the local area such as Andover Diamond Wood and Harmony Wood.
- 4.67 There are designated heritage assets within the hamlet of Knights Enham to the south and east of the site. This includes Church of St Michael and All Angels (Grade I listed), Old Rectory (Grade II listed) and Manor Farmhouse (Grade II listed). Hungerford Lane crosses the site and follows the route of a Roman Road.
- 4.68 A Heritage Impact Assessment will be required to assess the impact of the proposed development on heritage assets, including those at Knights Enham, Enham Alamein and Charlton. An appropriate landscape buffer is to be provided within the site boundary to the north and west of Knights Enham to help preserve and enhance the setting of the heritage assets. The nature and scale this buffer will be informed by the outcomes of the Heritage Impact Assessment and

²⁶ Formerly the North Wessex Downs Area of Outstanding Natural Beauty

Landscape Assessment, with consideration given to the importance of the existing open setting of the Church of St Michael and All Angels (Grade I listed).

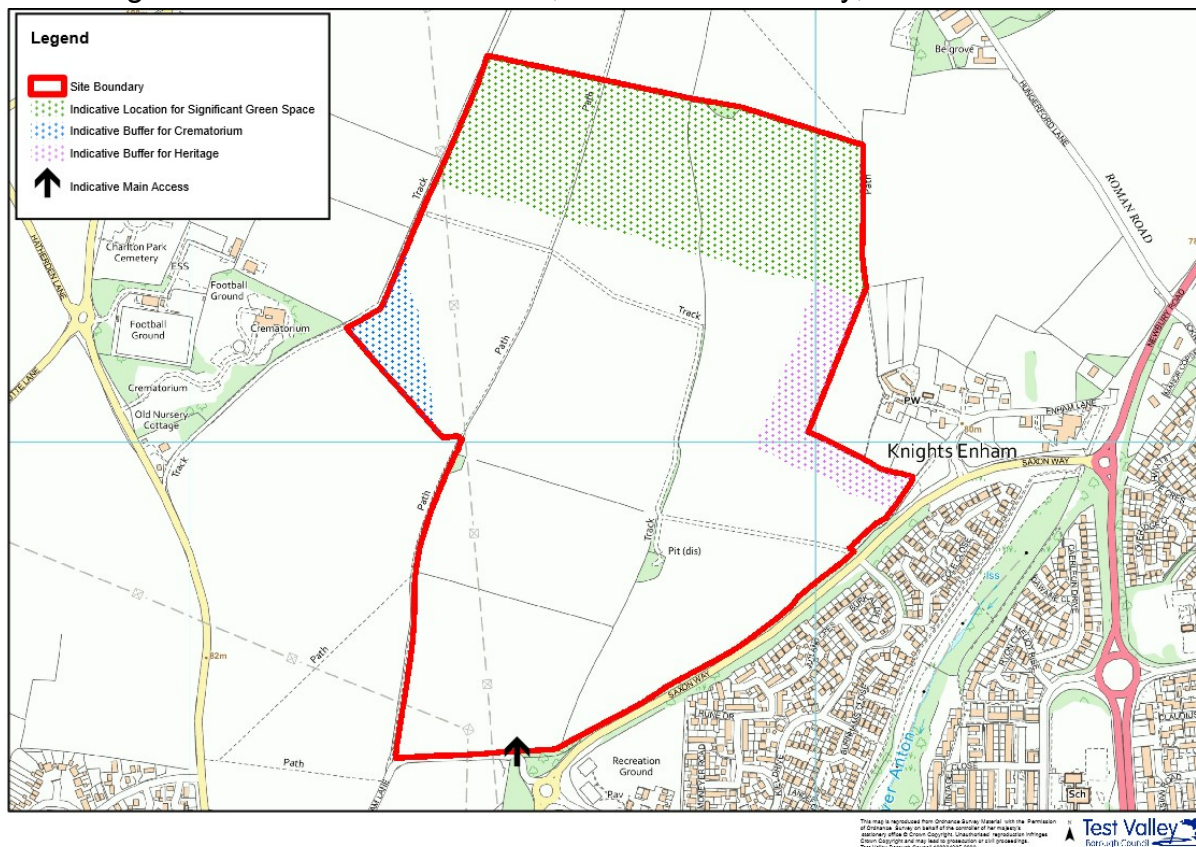
- 4.69 A screening landscape buffer will be needed between the site and Charlton Crematorium to the west of the site to minimise impacts from the operations of the Crematorium.
- 4.70 Site access is proposed from the south of the site via Saxon Way Roundabout. There is potential for offsite junction improvements to be needed towards the junction at Saxon Way.
- 4.71 There is a small corridor of surface water flooding on site which runs through the developable area to the south. A sequential approach will need to be taken to locate development in areas of lowest flood risk in accordance with national policy.

Northern Area Policy 5 (NA5): Land at Manor Farm, North Andover

A strategic, mixed-use allocation of approximately 800 dwellings and 1.5ha of employment allocation space is proposed north of Saxon Way at Manor Farm in Andover. Development will be permitted subject to:

- a. Provision of a significant area of high quality and accessible Green Space to the north of the site,**
- b. Submission of a Heritage Impact Assessment demonstrate how the layout and design of the development will respond sensitively to the significance of nearby heritage assets in Knights Enham,**
- c. An appropriate buffer along the east of the site adjacent to Knights Enham,**
- d. An appropriate buffer along the western edge of the site adjacent to the Charlton Crematorium,**
- e. A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding,**
- f. Access to the development via Saxon Way, and**
- g. The enhancement of the existing public rights of ways**

Figure 4.5: Land at Manor Farm, North of Saxon Way, Andover



Land at Bere Hill, South Andover

- 4.72 Land at Bere Hill is located to the south of Andover and comprises a substantial triangular-shaped parcel, bordered by Ladies Walk to the north, the A303 to the south and the A3093 to the east.
- 4.73 The site provides an opportunity to deliver a sustainable strategic allocation of approximately 1400 dwellings that would integrate with southern Andover close to key facilities and infrastructure. High quality sustainable development is required on this site including integration with pedestrian and cycle connections to neighbouring areas, such as Picket Twenty.
- 4.74 The site would generate a requirement for a 2 form entry (FE) new primary school to be provided on site. Evidence of market demand for commercially-led facilities will be required in the context of existing local facilities. The need and market demand for commercially led facilities and the need for non-commercial community facilities, will be identified at Regulation 19.
- 4.75 There are three land owners on the site and a comprehensive masterplan will need to be prepared with the involvement of the respective site promoters.
- 4.76 The site provides an opportunity to improve connectivity east-west between Picket Twenty and Andover town centre. There is also an opportunity to improve

the connections between Andover town centre and the countryside to the south of the A303 via Public Rights of Way.

- 4.77 There is a designated heritage asset immediately adjacent to the site: the Grade II listed Iron Bridge. This bridge was constructed as part of 'Ladies Walk' footpath that runs along the north-west boundary of the site. Ladies Walk is a historic route and is considered a non-designated heritage asset. A Heritage Impact Assessment will be required to assess the significance of these heritage assets and the impact of development on their setting. An appropriate landscape buffer will be provided to help preserve and enhance the setting of Ladies Walk and the Iron Bridge. This will be informed by the Heritage Impact Assessment and landscape assessment.
- 4.78 A significant area of green space will be required in the northeast of the site adjacent to Ladies Walk and the Iron Bridge. The Green Space will provide opportunities for access to the countryside. Additional work will be required to refine the precise area and nature of the green space for Regulation 19 stage.
- 4.79 Ladies Walk Down South and Allotment Gardens Down Sites of Importance for Nature Conservation (SINCs) are adjacent to Ladies Walk to the north west of the site. Ecological surveys²⁷ have also identified bat foraging corridors which may need to be retained and reflected in the masterplan.
- 4.80 Site access is proposed from the A3093 (adjacent to Picket Twenty). Further technical work will be required to assess the feasibility of any possible further access points. Active travel (cycling and walking) links to Andover town centre will need to be provided.
- 4.81 The site is adjacent to the A303 and A3093 and land along the southern and eastern site boundaries are affected by road noise. The masterplan, layout and design of development will need to take this into account including the potential requirement for noise buffers and other appropriate mitigation measures.
- 4.82 A sequential test will need to be undertaken to locate development in areas of lowest flood risk in accordance with national policy.

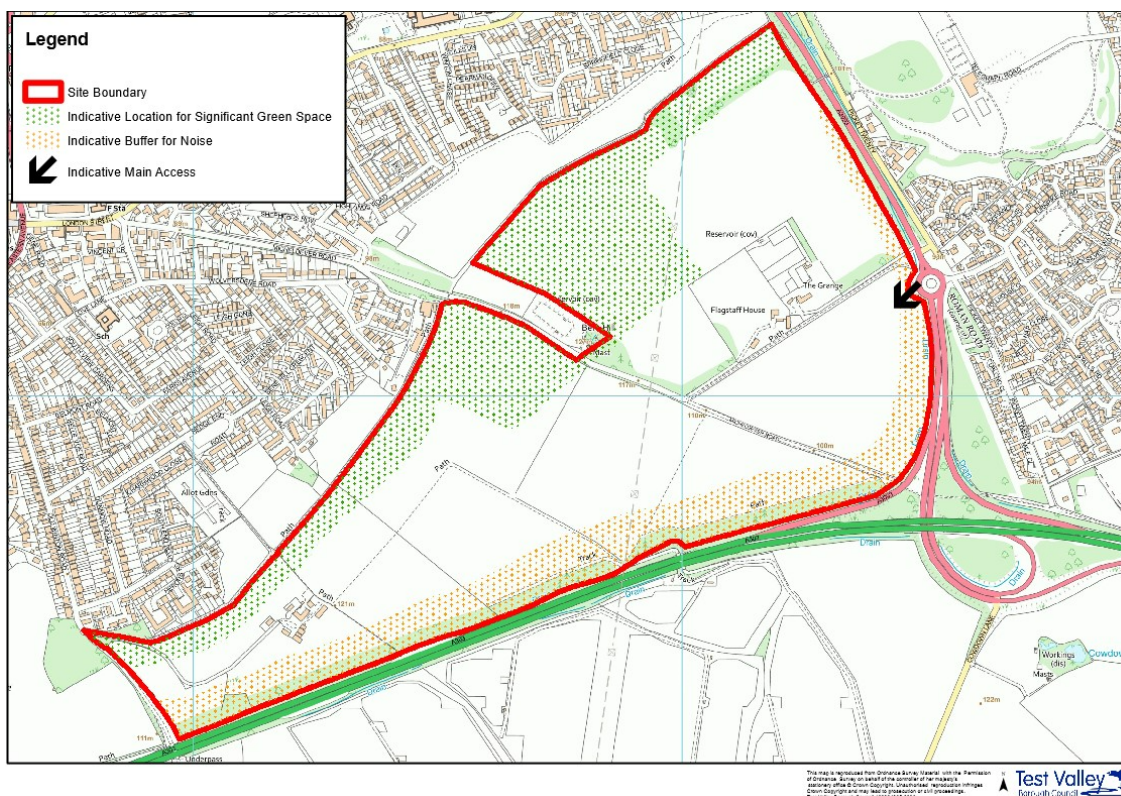
Northern Area Policy 6 (NA6): Land at Bere Hill, South Andover

A strategic housing allocation of approximately 1400 dwellings is proposed south of Andover at Bere Hill. Development will be permitted subject to:

²⁷ Based on evidence provided through by the site promoter

- a. Provision of a 2 form entry (FE) primary school onsite and land to enable future expansion,
- b. Provision of a significant area of high quality and accessible Green Space along the north and north east of the site,
- c. An appropriate landscape screening buffer adjacent to Ladies Walk,
- d. Submission of a Heritage Impact Assessment to demonstrate how the layout and design of the development will respond sensitively to the significance of Ladies Walk, the Iron Bridge and listed buildings adjacent to the site,
- e. A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding,
- f. Access via A3093 Roundabout,
- g. The enhancement of the existing Public Rights of Way, and
- h. Submission of a noise mitigation strategy in relation to the impact of noise from the A303 and A3093. An appropriate buffer to be applied to the southern and eastern site boundary abutting the A303 and A3093.

Figure 4.6: Land at Bere Hill, Andover:



Proposed Site Allocations at Ludgershall

4.83 Ludgershall is in the west of the Borough located between Andover in Test Valley and Tidworth in Wiltshire. The settlement is located within Wiltshire Council's local authority boundary however the eastern boundary immediately adjoins Test Valley's boundary.

4.84 We are proposing to allocate two sites at Ludgershall:

- Land to the East of Ludgershall for 350 homes
- Land to the South East of Ludgershall for 1,150 homes

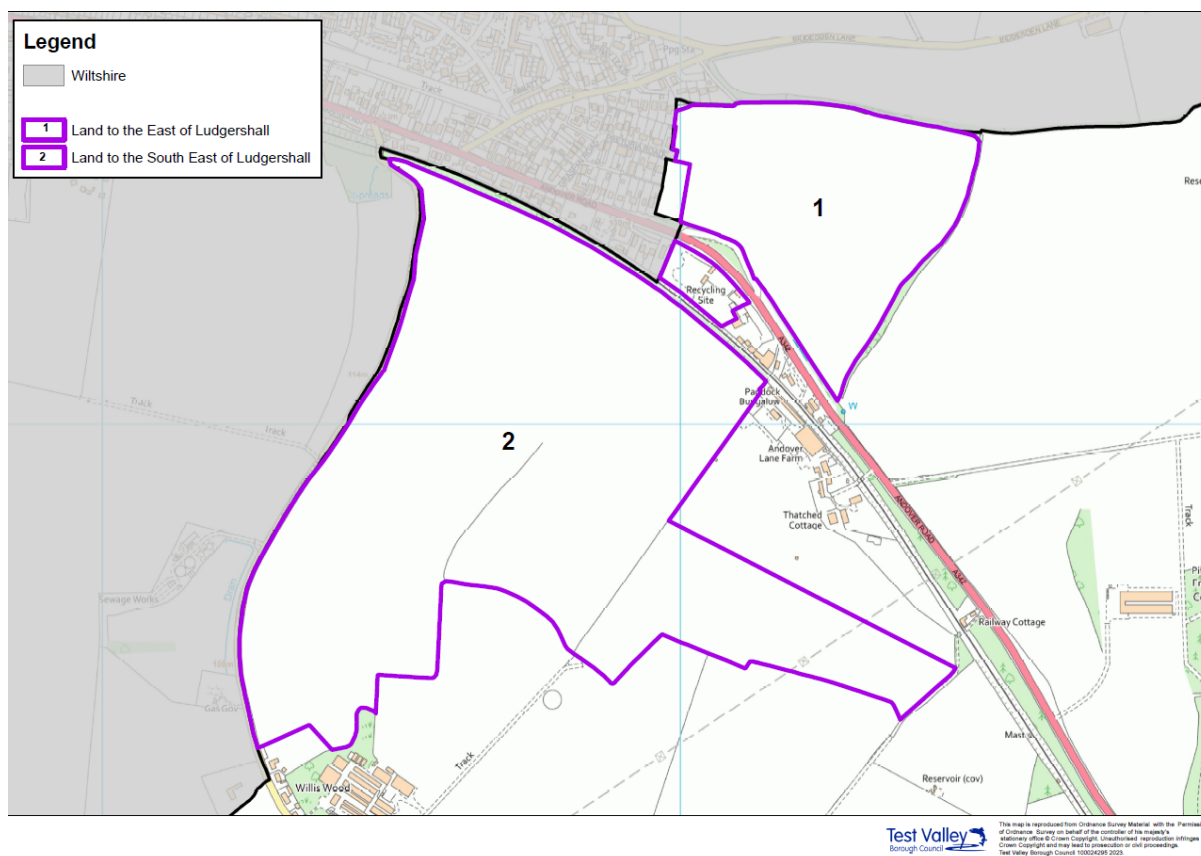
4.85 These sites provide an opportunity to deliver strategic sustainable allocations at a sustainable location adjacent to Ludgershall. These sites are proposed alongside Wiltshire Council's proposed site allocation of approximately 1,220 dwellings at Land at Empress Way in their Regulation 19 Local Plan²⁸. The proposed site allocation in Wiltshire is to the west of the proposed site allocation at Land to the Southeast of Ludgershall. The combination of the three sites would deliver approximately 2,720 dwellings at Ludgershall.

4.86 There will be a need for a co-ordinated approach to the master planning and delivery of these sites from the developers working with Test Valley Borough Council, Wiltshire Council and Hampshire County Council to ensure these sites are comprehensively planned. The masterplan will need to include links between the sites and may provide shared facilities.

4.87 Further discussions will be required to assess whether 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 for existing and new residents minimising the need to use a car.

Figure 4.7: Proposed Site Allocations at Ludgershall in Test Valley

²⁸ Policy 40: Land South East of Empress Way, Ludgershall



Land to the East of Ludgershall

- 4.88 This site is located to the east of Ludgershall. It is north of the A342 (Andover Road) surrounded by existing residential development in Faberstown to the west, and the North Wessex Downs National Landscape²⁹ to the north.
- 4.89 The site layout will need to reflect the close proximity of the National Landscape and make a positive contribution to its setting. Consideration should also be given to any lighting impacts resulting from additional transport infrastructure on the National Landscape.
- 4.90 High quality sustainable development will be required with integration with existing pedestrian, cycleways and public transport connections to Ludgershall centre and Andover. This includes providing connections to access the frequent bus service (the Activ8) which runs between Andover and Salisbury via Tidworth
- 4.91 Salisbury Plain Special Protection Area (SPA) is designated for its international significance for the conservation of bird species. The site falls within the 6.4km recreational impact buffer zone which covers the catchment for visitors to the Salisbury Plain area. Appropriate mitigation will be required.

²⁹ Formerly the North Wessex Downs Area of Outstanding Natural Beauty (AONB)

- 4.92 Site access is proposed from the south of the site via A342 (Andover Road) potentially through the existing layby. Further discussions with HCC Highways team will be required with regard to the existing layby and the proposed access. The strategic flow of traffic on the A342 should not be compromised by the development.³⁰ Discussion with Hampshire County Council will be required regarding the impact on the layby.
- 4.93 There is the potential for noise from the A342 along southern boundary of site. This will need to be assessed by the promoter and an appropriate buffer applied.
- 4.94 An odour assessment would be required to inform the layout and design due nearby land uses which have potential to cause unpleasant odours at certain times of the year.
- 4.95 There is a small area of surface water flooding on the site. A sequential approach will need to be taken to locate development in areas of lowest flood risk in accordance with national policy.

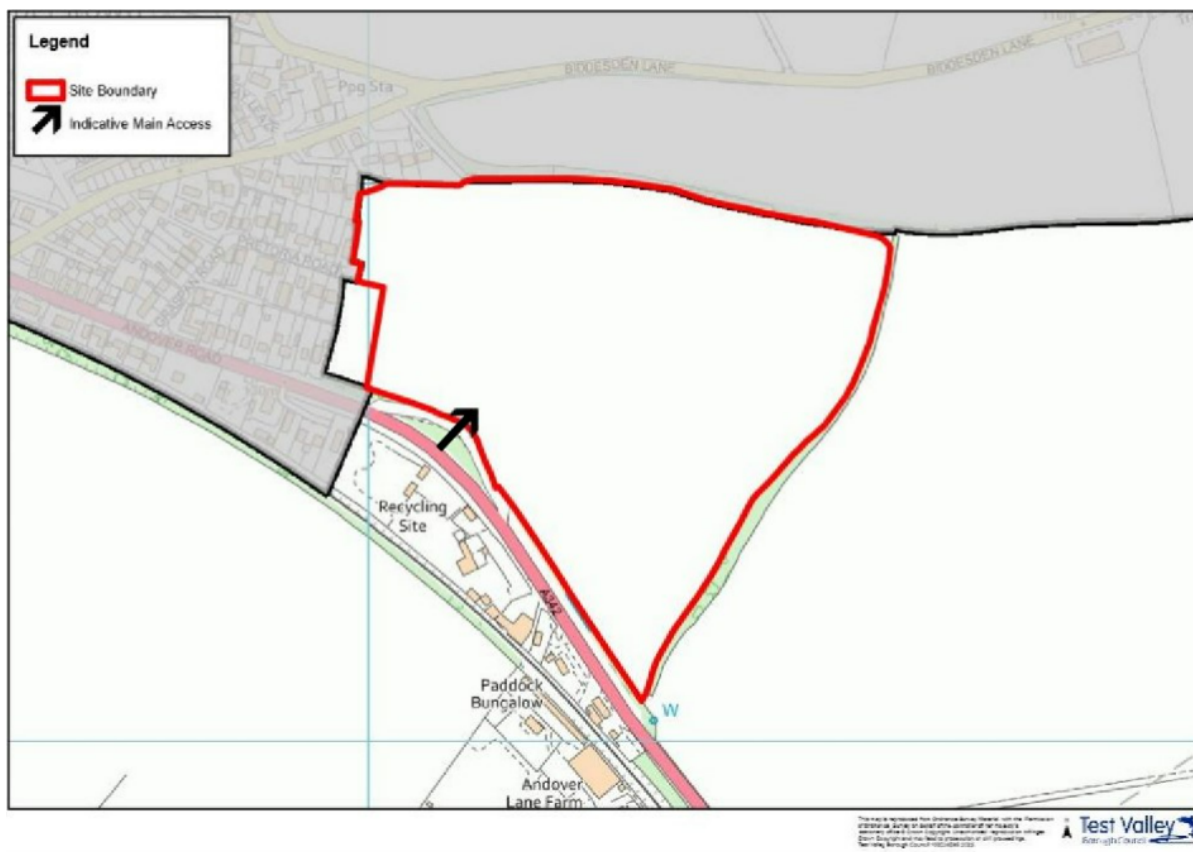
Northern Area Policy 7 (NA7): Land to the East of Ludgershall

A strategic housing allocation of approximately 350 dwellings is proposed to the East of Ludgershall on the north side of the A342. Development will need to be guided by a co-ordinated approach to master planning. Development will be permitted subject to:

- a) **An appropriate layout reflecting the setting of the North Wessex Downs National Landscape,**
- b) **Appropriate mitigation in relation to the Salisbury Plain Special Protection Area (SPA),**
- c) **A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding,**
- d) **Access to the development via the A342 to the south,**
- e) **Submission of a noise mitigation strategy in relation to the impact of noise from the A342 to the south, and**
- f) **An odour assessment and appropriate mitigation in relation to nearby sources.**

Figure 4.8: Land to the East of Ludgershall

³⁰ HCC draft Local Transport Plan 4 sets out in Policy DM2 that HCC will only support requests for new accesses onto A roads, the principal road network or traffic sensitive streets where the strategic flow of traffic is prioritised and not compromised and when all other reasonable options (such as taking access from nearby side roads) has been considered.



Land to the South East of Ludgershall

- 4.96 This site is located to the southeast of Ludgershall. It is south of the A342 (Andover Road) and is bordered by a railway line to the north and Shoddesden Lane to the west.
- 4.97 High quality sustainable development will be required with integration with existing pedestrian, cycleways and public transport connections to Ludgershall centre and Andover. This includes providing connections to access the frequent bus service (the Activ8) which runs between Andover and Salisbury via Tidworth.
- 4.98 The site will need to integrate with existing and proposed residential development to the west, within Wiltshire, to ensure multiple access points towards Ludgershall. Connection to pedestrian and cycle access via the railway underpass at the north end of Shoddesden will need to be considered.
- 4.99 Development will need to take account of the impact on the setting of the North Wessex Downs National Landscape³¹ to the north. Consideration should also be given to any lighting impacts resulting from additional transport infrastructure on the National Landscape.

³¹ Formerly the North Wessex Downs Area of Outstanding Natural Beauty (AONB)

- 4.100 The site is adjacent to the Willis Wood ancient woodland and an ecological buffer will be required to this woodland in the south of the site.
- 4.101 Salisbury Plain Special Protection Area (SPA) is designated for its international significance for the conservation of bird species. The site falls within the 6.4km recreational impact buffer zone which covers the catchment for visitors to the Salisbury Plain area. Appropriate mitigation will be required.
- 4.102 An odour assessment would be required to inform the layout and design due nearby land uses which have potential to cause unpleasant odours at certain times of the year.
- 4.103 Site access is proposed from the A342 (Andover Road) and a bridge would be required over the railway which is used by the Ministry of Defence. The site that is proposed in Wiltshire is also likely to need access via the railway bridge. This is a significant piece of infrastructure and further discussions will be required with Hampshire County Council, Network Rail and Wiltshire Council.
- 4.104 Several Public Rights of Way cross the site and development will need to enhance these routes.
- 4.105 An area of the northern border of the site has potential impacts of railway noise and vibration and further technical work is required to determine the buffer area associated with this.
- 4.106 The northern part of site between the A342 and the railway, contains former business uses which have been identified as potentially contaminated. Further technical work is required to identify any potential contamination and appropriate mitigation.
- 4.107 There is a small area of surface water flooding on the site. A sequential approach will need to be taken to locate development in areas of lowest flood risk in accordance with national policy.

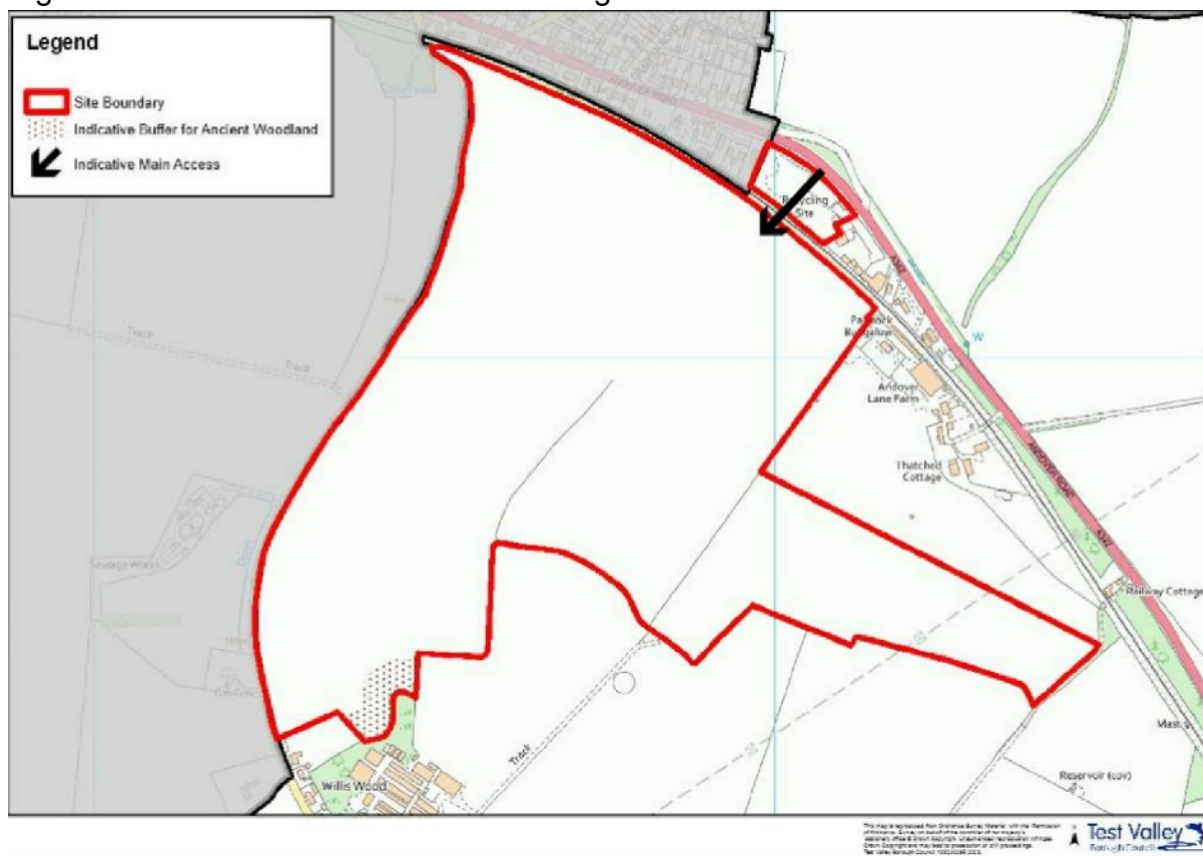
Northern Area Policy 8 (NA8): Land to the South East of Ludgershall

A strategic housing allocation of approximately 1150 dwellings is proposed at land east of Ludgershall. Development will need to be guided by a co-ordinated approach to master planning. Development will be permitted subject to:

- a) Provision of a 1.5FE primary school on site and land to enable future expansion,**

- b) An ecological buffer to the Willis Wood ancient woodland,
- c) Appropriate mitigation in relation to the Salisbury Plain Special Protection Area (SPA),
- d) A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding,
- e) Access to the development via bridge over the railway line to the A342 to the north,
- f) The enhancement of existing Public Rights of Way,
- g) Submission of a noise mitigation strategy in relation to the impact of noise from the railway line to the north. An appropriate buffer to be applied to the northern boundary of the site, and
- h) An odour assessment and appropriate mitigation in relation to nearby sources.

Figure 4.9: Land to the South East of Ludgershall



Proposed Employment Sites

4.108 The proposed strategic employment site allocation in Northern Test Valley is located at Land South of Thruxton Aerodrome. Thruxton Aerodrome provides the high quality employment land focussing on engineering, motor industry and aviation (advanced manufacturing). The proposed strategic site allocation is

located to the south of the Aerodrome and provides an opportunity to increase the availability of high-quality land to expand the existing employment focus of the Aerodrome.

4.109 This is supported by the Test Valley Employment Needs Further Analysis Study (DLP) 2022 which identifies the growth employment sectors in Test Valley evidenced by Local Enterprise Partnerships emerging Industrial Strategies. This highlights advanced manufacturing as a growth employment sector for Test Valley.

4.110 The proposed strategic employment site allocation at Land South of Thrupton Aerodrome will help to provide choice and competition in the market for employment land in accordance with national policy. It will also provide land to help fulfil our aspirations of securing the right land to support economic prosperity in Test Valley as set out in our Five-year (corporate) Plan 2023-27.

4.111 This site combined with the level of committed employment supply, does exceed the Northern Test Valley employment requirement. The benefits and unique opportunity presented by allocating at Land South of Thrupton Aerodrome justify exceeding the employment requirement.

4.112 Alongside the proposed strategic employment site allocation, a policy is set out to support the employment role of the Thrupton Aerodrome. The criteria-based policy supports re-development for existing employment uses and will enable the site to be redeveloped existing units on site. National policy supports this approach as it will enable businesses at the Aerodrome to expand and adapt and enable Thrupton Aerodrome to build on its existing strengths in motor and aviation industries.

Land South of Thrupton Aerodrome

4.113 Thrupton Business Park is an established employment site located south of Thrupton Aerodrome and west of Thrupton Village. The site is adjacent to this and the A303 which provides good connectivity to Andover and the wider strategic road network.

4.114 The site comprises some existing employment development and there is an opportunity for comprehensive development of the site to establish a high-quality business park. The site has the potential to deliver approximately 15ha (60,000sqm floorspace) of employment development over the Local Plan period.

4.115 The site is adjacent to the Thrupton Aerodrome which includes employment uses relating to aviation, motorsport, advanced manufacturing and knowledge-based industries. The master planning approach for the Thrupton Business Park will seek to enhance the relationship with the aerodrome site.

- 4.116 Employment uses related to aviation, motorsport, advanced manufacturing, and knowledge-based uses will be supported which includes the following use classes (E(g)(i), Research and Development (E(g)(ii), Industrial Processes (E(g)(iii), General Industrial (B2) and Storage and Distribution and open storage (B8). The site also has potential to support some ancillary uses to support the main employment function including non-employment facilities to support on site businesses and employees.
- 4.117 The site is adjacent to Thruxton Village where there is a 'Made' Neighbourhood Plan 2020-2029 in place. The Neighbourhood Plan a specific policy relating to Thruxton Aerodrome and the industrial estate (EC1 Thruxton Airfield). The policy sets out that commercial proposals will support the motor industry and aviation related uses. Commercial proposals will also deliver multiple benefits to the airfield, parish and local environment. The Local plan policy is consistent with the made policies of the Thruxton Neighbourhood Plan.
- 4.118 The existing site access off Aerodrome Road is proposed to provide the site access and will require improvements. There is potential need for offsite junction improvements which may include the slip road access to the A303.
- 4.119 A limited area of land within the site on the northern boundary includes part of a former landfill site. Further investigation is required to determine appropriate mitigation measures.
- 4.120 There are small areas within the site affected by flood zones 2, 3 and surface water flooding. A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding.

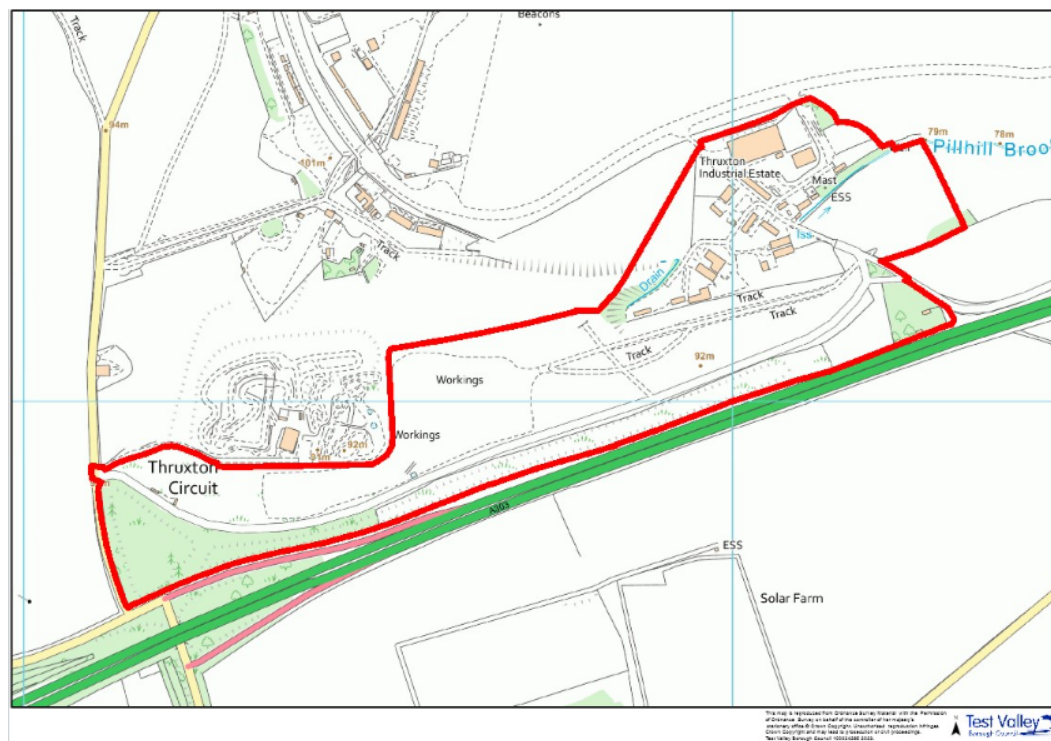
Northern Area Policy 9 (NA9): South of Thruxton Aerodrome

A strategic employment allocation of approximately 15 hectares is proposed at South of Thruxton Aerodrome. Development will need to achieve a positive relationship with the Thruxton Aerodrome site.

Development will be permitted subject to:

- a) The use comprises a business activity which is related to either aviation, or to motor sport or the motor industry, and/or has a connection to use or operation of the airfield, or motor racing circuit;**
- b) Where ancillary non-employment uses are proposed, these will primarily support onsite businesses and their employees;**
- c) A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding;**
- d) Access via existing business park at Aerodrome Road;**

Figure 4.10: Land to the South of Thruxton, Thruxton



Thruxtton Aerodrome

- 4.121 This policy provides a positive planning framework for facilitating development proposals for land within the policy area of the Thruxton Aerodrome boundary. This includes Thruxton Aerodrome and the Thruxton Race Circuit and Motorsport Centre.
- 4.122 The 165 hectare site is a historic airfield and has been developed into a centre for motor racing, whilst maintaining continued use of the paved and grassed runways on the airfield for aviation use. The site comprises: the airfield, hangars, employment buildings, racetrack, skid pan and kart racing.
- 4.123 Thruxton Aerodrome has developed into a centre for motor sports alongside aviation, and there are a number of businesses operating on the site. This policy seeks to support and facilitate the continued focus of site as a centre for the aeronautical and motor sports industries.
- 4.124 Supporting Thruxton Aerodrome site to adapt and redevelop in line with its existing employment uses is in accordance with national policy. The NPPF states planning policies should recognise and address the specific locational

requirements of different sectors, including making provision for clusters or networks of knowledge and data-driven, creative or high technology industries.

- 4.125 The retention of Thruxton Aerodrome as a centre for activities relates to either aviation, or to motor sport or the motor industry. This also include activities or supporting facilities that have a connection to these uses or operation of the airfield, or motor racing circuit.
- 4.126 Development should be primarily related to the redevelopment and extension of existing buildings within the eastern part of the site and should not impact upon the continued safe and efficient operation of the airfield or motor racing circuit.
- 4.127 Development should avoid significant adverse impacts on the areas of higher landscape sensitivity to the north of the site and the setting of the heritage assets on the boundaries of the site.
- 4.128 This policy applies alongside Policy EC1 Thruxton Airfield which is in the made Thruxton Neighbourhood Plan 2020-2029. Policy EC1 Thruxton Airfield supports major development at the airfield subject to a number of criteria.

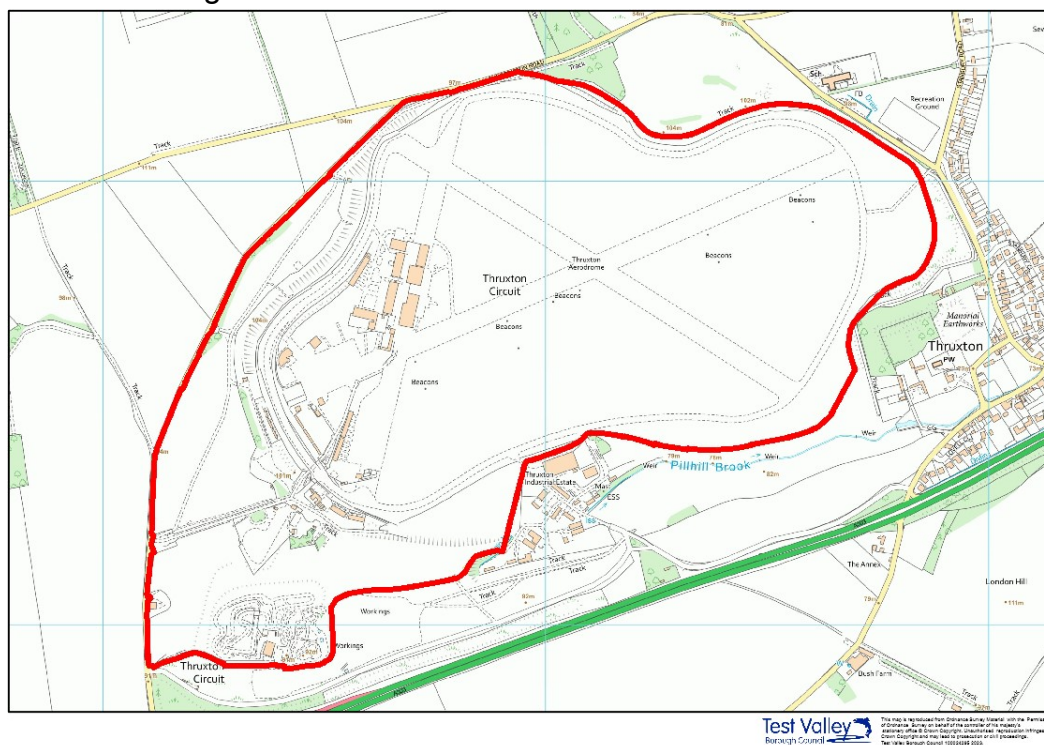
Northern Area Policy 10 (NA10): Thruxton Aerodrome, Thruxton

Development for Employment uses comprising primarily offices (E(g)(i), Research and Development (E(g)(ii), Industrial Processes (E(g) (iii), General Industrial (B2) and Storage and Distribution and open storage (B8); and support facilities will be permitted within the Thruxton Aerodrome site, provided that:

- a. The use comprises a business activity which is related to either aviation, or to motor sport or the motor industry, and/or has a connection to use or operation of the airfield, or motor racing circuit;**
- b. Where ancillary non-employment uses are proposed, these will primarily support onsite businesses and their employees or visitors to the aerodrome and motor racing circuit;**
- c. Development is primarily related to the redevelopment and extension of existing buildings, located within the eastern part of the site off Aerodrome Road;**
- d. Development would not impact upon the safe and efficient operation of the airfield or motor racing circuit;**
- e. The layout and form of development will avoid significant adverse impacts on the areas of higher landscape sensitivity to the north of**

- the site and the setting of the Thruxton Conservation Area, listed buildings and Scheduled Ancient Monument;
- f. Main vehicular access via existing aerodrome access at Aerodrome Road; and
 - g. Any appropriate improvements are made to the transport network to manage impact, including junction improvements and/or financial contributions as required.

Figure 4.11: Thruxton Aerodrome



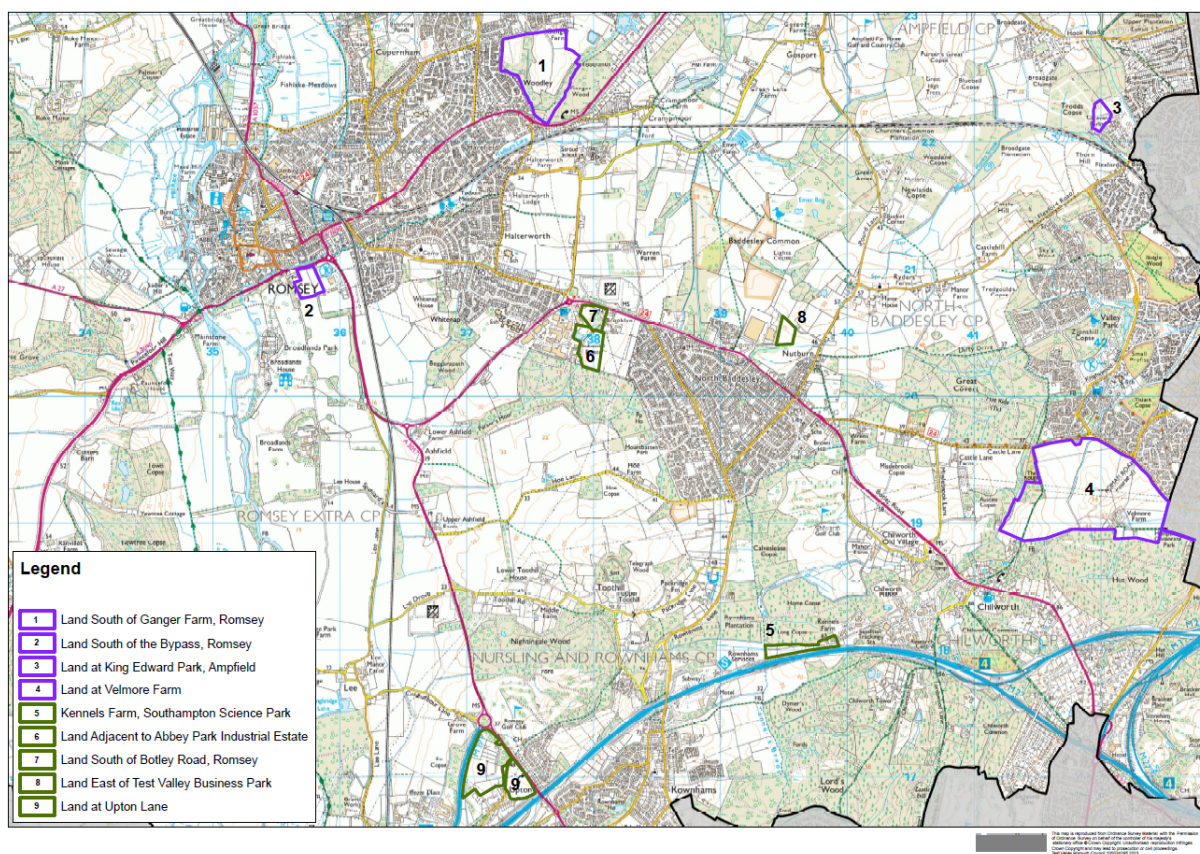
Southern Test Valley

- 4.129 Southern Test Valley has strong connections with South Hampshire, and much of the south eastern boundary adjoins settlements that are located outside of the Borough, including Southampton and Eastleigh. Romsey is the largest sustainable settlement with good connectivity to the wider highway network via the A27 and A3057, M271, M27 and M3. The A30 splits the Northern and Southern areas of the Borough.
- 4.130 The area to the south west of Romsey is very rural, with the New Forest National Park covering a small part of the Borough. There are larger rural settlements in the east and south including at North Baddesley, Nursling and Rownhams which provide local services and facilities. There are various settlements outside the Borough which have strong functional links to Southern Test Valley, such as Chandler's Ford, Southampton, Eastleigh and Salisbury.
- 4.131 Romsey is a sustainable market town that has been the focus for development, with recent developments taking place at Ganger Farm and Abbotswood. Residential development is also underway at North Baddesley at Hoe Lane, and at Rownhams, at Broadleaf Park. There is one outstanding Adopted Local Plan 2016 allocation at Romsey, which is Whitenap. There is an outline planning application for Whitenap, currently under determination.
- 4.132 Southampton Science Park is located at Chilworth providing a range of modern business, office and research premises, of varying sizes within a landscaped campus, with a science and high technology focus and with strong links to the University of Southampton. Other strategic employment sites exist in the sub area at Adanac and Nursling Estates.
- 4.133 The overarching priorities for Southern Test Valley are to deliver the priorities set out in the Romsey South of Town Centre Masterplan, to focus strategic sustainable growth at Romsey and other larger settlements, to help maintain their roles, and to support the existing strong and diverse economy. Priorities and policies for the rural area are set out separately in Rural Test Valley section.
- 4.134 The development requirements for Southern Test Valley are set out in policies SS3 to 8. The Local Plan 2040 will need to make provision for 4,730 homes and 40.1 hectares of employment land. Rural communities in Southern Test Valley will need to deliver 282 homes as a minimum over the plan period. Further detail is provided later in this Chapter.

Southern Test Valley

- 4.135 The policies for Southern Test Valley cover the regeneration of Romsey Town Centre and the proposed strategic site allocations for housing and employment.
- 4.136 The Romsey Town Centre policies reflect the importance of South of Romsey Town Centre Masterplan in delivering regeneration, and will set the quantum of development to be delivered over the Plan period for the Town Centre and provide guidance on design and appropriate uses.
- 4.137 There are four strategic housing allocations which will ensure there is enough housing provision to meet our residual housing requirement. The policies for the sites are as follows:
- Land South of Ganger Farm, East of Romsey
 - South of the Bypass, South of Romsey
 - Land at Velmore Farm, Valley Park
 - Land at King Edwards Park, Ampfield
- 4.138 A map is provided for each of the strategic housing allocations showing the site boundary. They show indicatively where relevant policy requirement may be required and are provided for illustrative purposes only.
- 4.139 There are five strategic employment sites and three criteria-based policies safeguarding sites for particular employment uses. The policies for employment are as follows:
- Abbey Park Extension, Romsey
 - South of Botley Road, Romsey
 - Test Valley Business Park, North Baddesley
 - Land at Upton, Nursling
 - Kennels Lane, Southampton Science Park
 - University of Southampton Science Park, Chilworth
 - Adanac, Nursling
 - Nursling Estate, Nursling
- 4.140 Other policies are included on Forest Park and Stockbridge Local Centre

Figure 4.12: Proposed Site Allocations and Strategic Employment Sites.



Romsey Town Centre

- 4.141 Romsey has an attractive and busy historic town centre. There are parts of the town centre that offer potential for regeneration, and public realm improvements with development needing to be sensitive reflecting the historic nature of the centre.
- 4.142 The focus of regeneration is towards south of Romsey town centre particularly around the central bus station, Aldi supermarket, Crosfield Hall and their adjoining car park areas. These areas adjoin the historic core of the town. The Adopted Masterplan for South of Romsey Town Centre sets out the vision for regeneration.
- 4.143 The preparation of the Masterplan involved extensive community engagement. Whilst the objectives focus on the south of Romsey Town Centre, there was recognition they could apply for the whole of the Town Centre. The Masterplan was adopted by the Council in September 2020.
- 4.144 The Romsey town centre policies identify the importance of development being in accord with the South of Romsey Town Centre Masterplan and the quantum of development that will take place within south of Romsey Town Centre which will help to meet our boroughwide needs. There are also policies

guiding the design and appropriate uses which will apply to the whole of Romsey Town Centre.

- 4.145 The objectives of the South of Romsey Town Centre masterplan are;
- a) Make Romsey an attractive, vibrant centre of excellence including green spaces and wildlife corridors.
 - b) More green spaces in the area to enhance, protect and increase our natural environment, which includes wild animals and plants.
 - c) Well planned, connected and accessible infrastructure (including travel, access, public spaces, education, tech and business) with good flow for transport and pedestrians to encourage business and tourists.
 - d) Improved transport infrastructure to encourage a sense of community – with viable options for moving around.
 - e) Community hub and green spaces that bring people together (across generations).
 - f) Design an integrated transport and parking plan that includes walking, cycling, public transport and cars and think about all the different kinds of people coming into town (accessible parking, but still encourage bus use, especially by younger people).
 - g) Lots of things in town centre that are affordable and accessible for all, which everyone living in Romsey knows about and can take part in.

4.146 Policy SA1 sets out the importance of development within South of Romsey Town Centre and the wider town centre taking account of the Adopted Masterplan.

4.147 The South of Romsey Town Centre Masterplan identifies a range of public realm improvements, mixed-use development with new housing (30 homes), and community and leisure uses alongside a new and improved transport hub. These quantum's have and will inform Policy SA1 which identifies the level of housing and will identify the level of retail floorspace to be delivered in Romsey Town Centre over the plan period. We are undertaking further retail evidence which will inform this. The policy will be updated for Regulation 19.

4.148 Delivery of the South of Romsey Masterplan has begun. Work is underway on the detailed design and costing of the public realm works and linkages that will provide the framework for future development. Feasibility study is being undertaken for the development of the Bus Station site.

Southern Area Policy 1 (SA1): Romsey Town Centre

Development in South of Romsey Town Centre and the vicinity will need to take account of South of Romsey Town Centre Masterplan.

South of Romsey Town Centre Masterplan Area will accommodate appropriately 30 homes.

Delivering High Quality Design in Romsey Town Centre

- 4.149 To maintain the historic character, appeal and vitality of Romsey town centre, it is essential that proposals seek to create and maintain well designed, attractive spaces and that developments are high quality, welcoming, and encourage people to spend time in the town centre. Ensuring high quality design in new buildings, spaces, structures, landscaping and public realm will help to ensure the long-term resilience and viability of the town and to sustain and enhance the distinctive qualities of its environment, including the character and setting of the conservation area. Schemes will be required to address and make full use of public realm opportunities.
- 4.150 The Council will encourage positive engagement in the design process. Where appropriate, the services of reputable architects, landscape, ecological, heritage and design professionals should be engaged in proposals.
- 4.151 The historic centre of Romsey is a conservation area and there are significant listed buildings and clusters of listed buildings in the vicinity, including the Grade I listed Abbey, King John's House, Broadlands House and Middle Bridge. The protection and conservation of the heritage assets and overall special character of the town centre is important in encouraging increased visitors and tourism.
- 4.152 The Romsey Conservation Area Appraisal and Management Plan (Romsey CAAMP, 2021) is a key consideration in designing any proposals for the town centre, alongside advice from the Council, to ensure new development both preserves and enhances the character and setting of the Conservation Area and any other nearby heritage assets.

Key Design Considerations

- 4.153 The Boroughwide design policies DES1-2 will also apply to development proposals, alongside this policy for Romsey town centre. Policy SA2 identifies the design considerations that are specific to delivering proposals in Romsey Town Centre.
- 4.154 There is an important relationship between well-designed places and the health of those who use them. Access to nature and green spaces makes a significant contribution to the health and wellbeing of the community and green spaces are particularly important in this regard. The appropriate use of new tree planting can improve the attractiveness of town centres at appropriate locations.

- 4.155 Active frontages in our town centres help to offer visual engagement and street level activity, and building frontages should typically face and open onto the street. This creates interest and a degree of natural surveillance over the public realm which can help places to feel more safe and welcoming, throughout the day and into the evening.
- 4.156 The layout of proposals will need to contribute to making the town centre a welcoming place and enhance connectivity through walking, cycling and other sustainable transport modes.
- 4.157 Private and defensible rear areas should be well designed, offering practical and discreet service areas for both residential and commercial uses. They should be well designed for their purpose and hidden from view and the public realm.
- 4.158 The inclusion or improvement of existing green infrastructure and waterways is supported. Advice from the Council should be sought on appropriate planting, such as new trees, green roofs and beds. It will also be important that schemes are sustainable, and that long term maintenance and management is identified and deliverable.
- 4.159 New residential uses within the town centre, especially those permitted on upper floors within the primary shopping area may be subjected to increased noise due to their town centre location. The Council is seeking to encourage an evening economy which should be taken into consideration by developers when applications are submitted. Appropriate mitigation should be considered at the design stage.

Southern Area Policy 2 (SA2): Delivering High Quality Development in Romsey Town Centre

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

- a) Contextual analysis will take full account of the Romsey Conservation Area Appraisal and Management Plan (CAAMP), including with regard to any key views to, from and including, important buildings, landmarks and listed buildings, and will have regard to architectural styles and built form, historic street patterns, building materials, details and archaeology.**
- b) Applicants will demonstrate that ground floors use within the town centre will maintain attractive, functional and accessible active frontages in order to increase activity and promote a vibrant and safe environment throughout the day and into the evening.**

- c) **Town centre development shall be visually attractive and use high quality materials creating welcoming places and enhance a well-connected, functional and high-quality public realm, whilst minimising opportunities for crime and disorder (anti-social behaviour).**
- d) **Private amenity spaces and service areas will be well designed, screened and laid out to ensure they are fit for purpose, discreet and functionally separate from public spaces.**
- e) **Existing green spaces within the town centre will be improved or enlarged unless any loss can be justified, and alternative provision provided. Contributions will be sought toward the creation of appropriate, sustainable new green spaces or green infrastructure and biodiversity within the vicinity of the town centre.**
- f) **Contributions will be sought toward the production of high quality, strategic, integrated public art which will help to enrich the quality, culture, heritage and vibrancy of Romsey town centre. Installations will be provided in accordance with the Public Art Strategy.**

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

Romsey Town Centres Uses

4.161 Strategic policy SA3 identifies the boundaries for the town centre and primary shopping area in Romsey. It is an NPPF requirement to identify these boundaries, and in doing so, we have reviewed the town centre and primary shopping area boundaries from the current Adopted Local Plan 2016. They have been revised to reflect the extent of both of the town centre masterplan boundaries. The primary shopping areas have been altered to reflect where the concentration of shops and other types of town centre uses are and the revised boundaries are in accordance with national policy, as explained in the Town Centre Topic Paper.

4.162 This policy sets out the roles and appropriate uses of the three zones identified within the town centre.

- Zone A is the primary shopping area and allows ground floor uses to support the retail core but also other uses to support active frontages and keep the town busy throughout the day and evening which will improve the vitality and vibrancy of these areas.

- Zone B is the remainder of the town centre (outer town centre) which will support a wider variety of main town centre uses at ground floor level such as offices alongside residential uses.
- Zone C comprises the upper floors across both Zones A and B. There will be flexibility to allow a range of uses similar to the uses in Zone B. These uses are supported at the upper floors in the primary shopping area (Zone A) because they would not impact the active frontage.

4.163 The policy supports the provision of homes within Zones B and C in Romsey town centre. This reflects NPPF guidance which recognises the role of residential development within our town centres, supporting vitality, through residential development at appropriate town centre locations. This reflects the sustainability of the town centre, which is well served by facilities, services, infrastructure and public transport.

4.164 The policy supports uses which would increase the tourism offer of the town centre, including through cultural and hospitality provision in the primary shopping area (Zone A) and outer town centre (Zone B).

Southern Area Policy 3 (SA3): Romsey Town Centres Uses

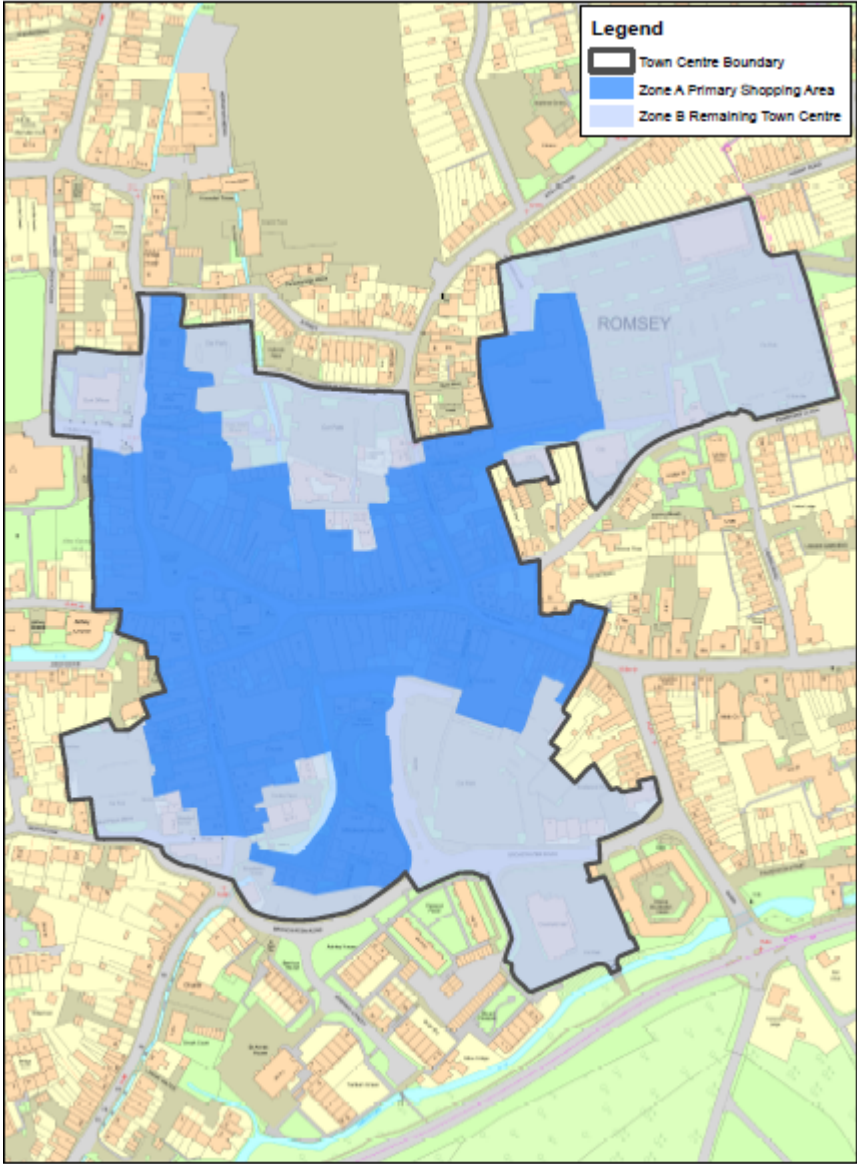
Development will promote an efficient and mixed use of land and buildings within Romsey town centre. Development will need to be provided in accordance with the Town Centre zones as set out in the Table below and Figure 4.13

Town Centre Zones and Uses

Zone	Role	Uses
<i>A: Primary Shopping Area ground floor use</i>	<i>Located in the heart of town centre. The maintenance of active street frontages will allow for increased visual engagement, promote activity and increase safety and surveillance.</i>	Retail Financial and professional services (not medical) Café or restaurant Pub or drinking establishment Takeaway Hotels, boarding and guest houses Clinics, health centres, crèches, day nurseries, day centre Schools, non-residential education and training

Zone	Role	Uses
		<p>centres, museums, public libraries, public halls, exhibition halls, places of worship, law courts</p> <p>Cinemas, concert halls, bingo halls and dance halls</p> <p>Gymnasiums, indoor recreation</p> <p>Community Hall or meeting places</p>
<i>B: Outer town centre ground floor use</i>	<i>Located within the town centre boundary, yet outside of the primary shopping area. More flexible range of uses are considered suitable for inclusion within the outer town centre</i>	<ul style="list-style-type: none"> • All Zone A uses • Offices • Research and development • Residential uses • Indoor or outdoor swimming baths, skating rinks and outdoor sports or recreation
<i>Upper floor uses (across zones A & B)</i>	<i>Located on upper floors (above ground floor). Similar to Zone B, a more flexible range of uses are considered suitable</i>	<ul style="list-style-type: none"> • All Zone A and B Uses

Figure 4.13: Romsey Primary Shopping Area and Town Centre Boundaries



Test Valley
Borough Council

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Strategic Housing Site Allocations

- 4.165 The proposed strategic housing site allocations in Southern Test Valley are focussed at the largest and most sustainable settlement of Romsey and at the next tier of settlements at Valley Park and Chandler's Ford. Chandler's Ford is located on the southern eastern edge of Test Valley in Eastleigh with land adjoining Chandler's Ford located in Test Valley.
- 4.166 Two proposed housing site allocations are at Romsey, south of the Bypass, to the south of Romsey and Land South of Ganger Farm, to the east of Romsey. There is one site in Test Valley at Valley Park which is Land at Velmore Farm and there is one site in Test Valley at Chandler's Ford which is King Edwards Park.
- 4.167 There is only one existing Adopted Local Plan 2016 allocation that is outstanding (has no planning permission) at Whitenap, at Romsey for 1,300 homes. A planning application is under determination for this site³².
- 4.168 For each of the proposed housing site allocations, the site policies sit alongside a list of General Requirements as set out at Appendix 3. The site policies focus on only site-specific matters whereas the General Requirements bring together requirements that will apply for all sites.
- 4.169 The site policies and General Requirements reflect the evidence and engagement undertaken to inform this stage of plan making (Regulation 18). The evidence at this stage has provided a high-level indication of what infrastructure and mitigation is needed for each site. Further evidence and engagement to refine the policies and General Requirements will be undertaken to inform the next stage of plan making (Regulation 19).

South of Ganger Farm, North East Romsey

- 4.170 Ganger Farm South is located to the north east of Romsey and to the east of Braishfield Road. It adjoins the new neighbourhood of Ganger Farm (also known as Kings Chase) which provides 9 sports pitches, a substantial pavilion, public open space and 275 new homes. The site is also near to the new neighbourhood and facilities at Abbotswood.
- 4.171 The site is bounded by existing residential development to the north and west and by Ganger Wood, a designated Site of Importance for Nature Conservation (SINC) and ancient woodland to the south and east. The site consists of two parcels separated by a belt of woodland. Appropriate buffers will be required on

³² The planning application 22/01213/OUTS proposes 1,100 homes

site between the development and Ganger Wood Ancient Woodland and Site of Importance for Nature Conservation (SINC).

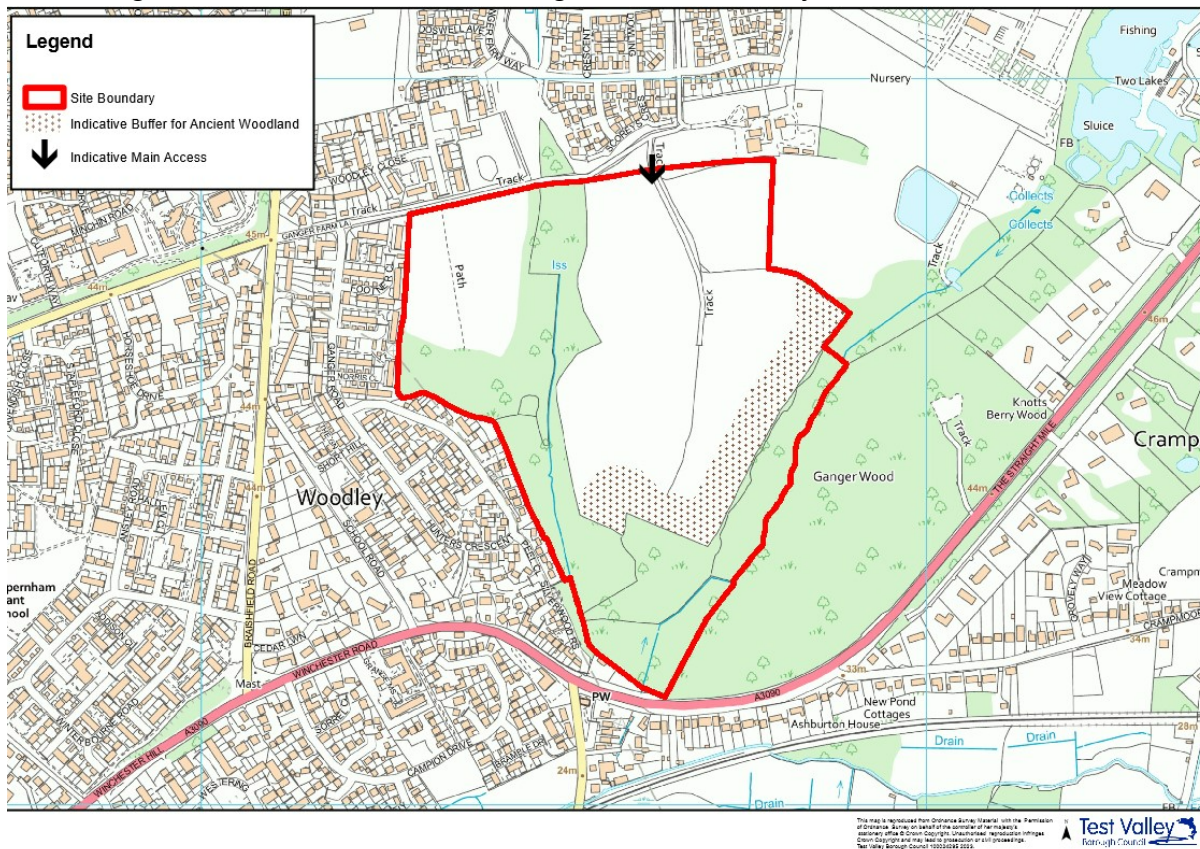
- 4.172 The site provides an opportunity to deliver a sustainable strategic allocation of approximately 340 dwellings that would integrate with northern Romsey close to key facilities in the neighbouring areas. High quality sustainable development is required on this site with integration with pedestrian and cycle connections to neighbouring areas, Ganger Farm Sports Pavilion to the north and existing public transport connections. Further detailed work is required to assess the impact of a pedestrian and cycle access through or around the woodland areas to the south of the site.
- 4.173 Off-site financial contributions will be required towards local schools including increasing primary school capacity, which may include Cupernham Infant School and Cupernham Junior School.
- 4.174 The site is within the 7.5km zone of influence for Mottisfont Bats Special Area of Conservation (SAC) and appropriate mitigation will be needed. There are habitats on-site which contribute to the Mottisfont SAC Functionally Linked Land (FLL), including the woodland. The masterplan would need to reinforce, protect and enhance green infrastructure networks and ensure the SAC foraging area is preserved and that the Ganger Wood Ancient Woodland and SINC and other woodland areas are appropriately protected. This includes ensuring the appropriate level of darkness is retained.
- 4.175 The site falls within the recreational impact zone for the New Forest Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar site. Appropriate mitigation, including Suitable Alternative Natural Greenspace (SANG) will need to be provided, preferably on site.
- 4.176 Site access is proposed from the north through the Ganger Farm development. Further technical work will be required to assess the feasibility of an access from Ganger Farm Lane to adjoining areas. There is potential that offsite junction improvements towards the junctions of Jermyns Lane and Braishfield Road with Ganger Farm Lane will be required.
- 4.177 A sequential will need to be undertaken to locate development in areas of lowest flood risk in accordance with national policy.

Southern Area Policy 4 (SA4): Land South of Ganger Farm, Romsey

A strategic housing allocation of approximately 340 dwellings is proposed to the south of Ganger Farm, Romsey. Development will be permitted subject to:

- a) An appropriate buffer to the ancient woodland located on the south and south eastern boundary,
- b) A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding,
- c) Access to the development via Ganger Farm (Kings Chase) to the north,
- d) Appropriate mitigation in relation to the Mottisfont Bats Special Area of Conservation (SAC) in accordance with Policy BIO2, and
- e) Provision of Suitable Alternative Natural Greenspace (SANG) in relation to the New Forest Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar Site.

Figure 4.14: Land South of Ganger Farm, Romsey



Land South of the Bypass, South Romsey

4.178 The site is located south of the Romsey Bypass (A3090) and is bordered by residential development at Burma Road to the west, the grounds of the Broadlands Estate to the west and south and the Romsey Rapids Sports Complex and Romsey Town Football Club to the east. A Public Right of Way (PRoW)³³ runs the length of the eastern boundary of the site.

³³ Romsey Extra Footpath 503

- 4.179 The site provides an opportunity to deliver a strategic allocation of approximately 110 dwellings in a sustainable location close to the key services and facilities available in Romsey Town Centre. High quality sustainable development is required on this site along with integration with existing pedestrian, cycle and public transport connections to the Town Centre and surrounding area. Off-site financial contributions will be required towards local schools including Romsey Primary School & Nursery.
- 4.180 The site falls within the recreational impact zone for the New Forest Special Protection Area, Special Area of Conservation and Ramsar Site. Appropriate mitigation including SANG (Suitable Alternative Natural Greenspace) will need to be provided, in accordance with Policy BIO2.
- 4.181 The site falls within the 5.6km buffer of the Solent Special Protection Areas (SPAs). It has been identified that certain new developments within 5.6km of the Solent SPA designations, including the Solent and Southampton Water SPA, are likely to have a significant effect when considered in combination. Appropriate mitigation will be required in accordance with the Solent Recreation Mitigation Strategy.
- 4.182 The site is within the 7.5km zone of influence for Mottisfont Bats Special Area of Conservation (SAC) and appropriate mitigation will be needed. There are habitats on-site which contribute to the Mottisfont SAC Functionally Linked Land (FLL), including mature trees (which are protected by Tree Preservation Orders). The masterplan would need to reinforce, protect and enhance green infrastructure networks and ensure the SAC foraging area is preserved and that the woodland areas and ecological links are appropriately protected. This includes ensuring the appropriate level of darkness is retained.
- 4.183 The site is adjacent to the Broadlands Estate Registered Park and Garden (RPG) which is designated as a Grade II* heritage asset. This is part of the Broadlands Estate and there are several other designated heritage assets within the RPG, including Broadlands House (Grade I listed) and associated buildings (Grade II listed). Within 100m to the west of the site are 23A and 23B Palmerston Street (Grade II listed), Mill Cottage (Grade II listed) and Red Lodge (Grade II listed). The Romsey Conservation Area is within 20m of the north-west corner of the site. Burma Road to the west is a cul-de-sac with several dwellings that area considered to be non-designated heritage assets.
- 4.184 A Heritage impact Assessment will be required to assess the impact on and setting of Broadlands Estate Registered Park and Garden, Romsey Conservation Area and nearby listed buildings. The design, density and scale of development must make a positive contribution to preserving the setting of these heritage assets.

- 4.185 Site access is proposed on the northern site boundary off the A27/A3090 (Bypass Road). There is potential that off-site junction improvements towards the junction of the A27/ A3090 (Bypass Road) will be required. Improvements to cycling and walking connections to the surrounding area may be required (such as to the town centre, railway station and other facilities).
- 4.186 An area of the northern border of the site has potential impacts of road noise and further technical work is required to determine the buffer area or mitigation associated with this.

Southern Area Policy 5 (SA5): Land South of the Bypass, Romsey

A strategic housing allocation of approximately 110 dwellings is proposed south of Bypass Road, Romsey. Development will be permitted subject to:

- a) Submission of a Heritage Impact Assessment to demonstrate how the layout and design of the development will respond sensitively to the significance of the Broadlands Estate Registered Park and Garden and the Romsey Conservation Area,**
- b) Access to the development via A27 / A3090 (Bypass Road),**
- c) Submission of a noise mitigation strategy in relation to the impact of nearby roads,**
- d) Appropriate mitigation in relation to the Solent Special Protection Area (SPA),**
- e) Appropriate mitigation in relation to the Mottisfont Bats Special Area of Conservation (SAC), and**
- f) Provision of Suitable Alternative Natural Greenspace (SANG) in relation to the New Forest Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar Site.**

Figure 4.15: Land South of the Bypass, Romsey



Land at Velmore Farm, Valley Park

- 4.187 Velmore Farm is located in the south eastern part of the Borough adjacent to Valley Park. The site is surrounded by residential development to the north, east and south east which contain key facilities. Eastleigh Town Centre and railway station are within a 15-minute cycling distance of the site and many employment opportunities are within walking and cycling distance.
- 4.188 The site provides an opportunity to deliver a strategic allocation of approximately 1,070 dwellings at a sustainable location with potential for a provision of community hub/local centre and employment uses of up to 1.5 hectares. The deliverability of this proposed local centre is being considered and will be confirmed at Regulation 19.
- 4.189 This site would generate a requirement for a 1.5 form entry (FE) primary school on site. The site will need to provide non-commercial community facilities, such as a community centre, or to improve existing facilities in the local area which will be identified at Regulation 19. Further technical evidence of market demand for commercially-led facilities will be required in the context of existing local facilities such as to the north at Knightwood and to the east at Winchester Road.

- 4.190 There are two landowners on this site and a comprehensive masterplan will need to be prepared by the site promoters. The built development will be predominantly focussed to the middle, north and northeast of the site.
- 4.191 Development will be required to integrate with existing pedestrian, cycleways and public transport connections including existing public rights of way to Valley Park, Romsey and Eastleigh. This includes providing safe connections to access the frequent bus service (Bluestar No. 5) which runs between Romsey and Eastleigh. Site access is proposed from Templars Way. Pedestrian and cycle access via the south east corner to Bournemouth Road will be explored.
- 4.192 There are the woodland areas of Hut Wood and The Rough Sites of Importance for Nature Conservation (SINC) to the south and west of the site. There is a Public Right of Way (footpath) along the south site boundary and a Public Right of Way (byway) along the west of the site.
- 4.193 A significant area of publicly accessible Green Space will be required in the south-west corner of the site. The Green Space will provide opportunities for access to the countryside. Additional work will be required to refine the precise area and nature of the green space to inform the Regulation 19 document.
- 4.194 The local gap between Southampton and Eastleigh is proposed to be amended to reflect this proposed site. The amended local gap boundary will be to the south of the site and will still preserve a gap. The area of significant Green Space in the southwest corner of the site will also contribute to the distinction between the developed area and the Local Gap.
- 4.195 The site falls within the recreational impact zone for the New Forest Special Protection Area (SPA). Appropriate mitigation including Suitable Alternative Natural Greenspace (SANG) will need to be provided in accordance with Policy BIO2.
- 4.196 The south east part of the site fall within the 5.6km buffer of the Solent Special Protection Areas (SPAs) and associated recreational impact zone and the remainder of the sites in adjacent to this. It has identified that certain new developments within 5.6km of the Solent SPA designations, including the Solent and Southampton Water SPA, are likely to have a significant effect when considered in combination. Appropriate mitigation will be required in accordance with the Solent Recreation Mitigation Strategy.
- 4.197 Wastewater from this site is anticipated to feed into treatment works which are linked to the River Itchen Special Area of Conservation (SAC) and appropriate mitigation will be required in accordance with Policy BIO2.

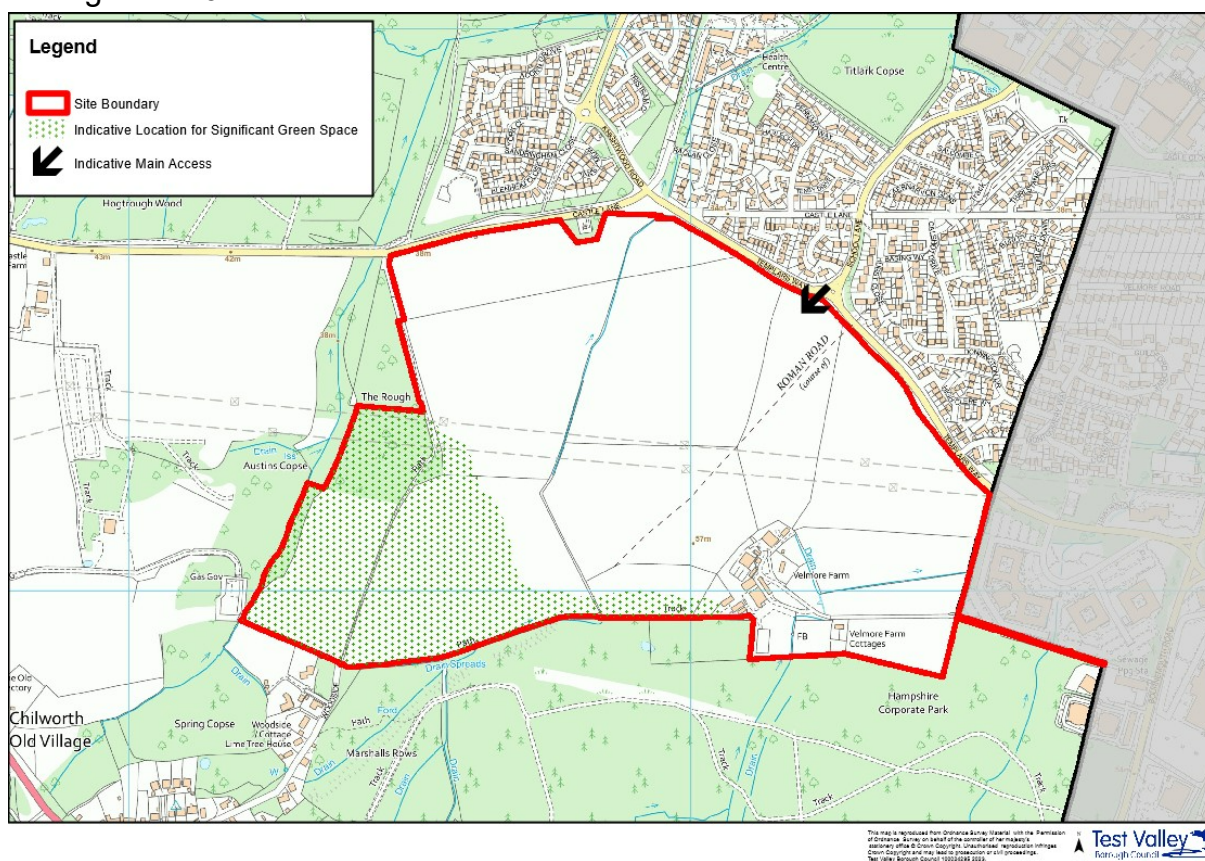
- 4.198 The course of a former Roman road runs southwest across the site. The likelihood of surviving earthworks has been identified and should be retained as a feature of the layout and design of the development promoting its historic significance. An Archaeological Assessment will be required to assess the Roman Road and any potential impacts.
- 4.199 There are small areas at risk of surface water flooding along the western boundary and southwestern area of the site. A sequential approach will need to be taken to locate development in areas of lowest flood risk in accordance with national policy.
- 4.200 There are National Grid overhead powerlines running through the site and this will influence the layout and design of development on the site.

Southern Area Policy 6 (SA6): Land at Velmore Farm

A strategic housing allocation of approximately 1070 dwellings and 1.5 hectares of employment land is proposed at Land at Velmore Farm, Valley Park. Development will be permitted subject to:

- a) Provision of a 1.5 form entry (FE) primary school on site,**
- b) Provision of a significant area of high quality and accessible Green Space in the south and west of the site,**
- c) Provision of onsite Suitable Alternative Natural Greenspace (SANG) in relation to the New Forest Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar Site,**
- d) Appropriate mitigation in relation to the Solent Special Protection Area (SPA);**
- e) Appropriate mitigation in relation to the River Itchen Special Area of Conservation (SAC),**
- f) Submission of an archaeological assessment to inform conservation of archaeological remains of the former Roman road,**
- g) Access to the development via Templars Way,**
- h) The enhancement of existing public rights of way, and**
- i) A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding.**

Figure 4.16: Land at Velmore Farm



Land at King Edward Park, Chandler's Ford

4.201 Kind Edward Park is located to the east of Ampfield, near to Chandler's Ford. The adjacent site has previously been granted planning permission for a care village (C2 use), a care home building/community hub and core facilities along with up to 101 extra care units³⁴. Access is provided from Baddesley Road with the Village Centre located near to the boundary with this site. To the south and south-east of King Edwards Park are residential static caravans, which are accessed by several roads from Baddeley Road.

4.202 This site provides an opportunity to deliver 44 units of extra care accommodation (C2) which contributes towards the Borough wider need

³⁴ Under outline application 17/01615/OUTS and reserved matters application 20/00488/RESS

identified in the latest Strategic Housing Market Assessment. These dwellings would help to meet an identified need for residential care facilities, such as the provision of homes for older people.

- 4.203 It is a sustainable site with good connectivity to nearby facilities in Chandler's Ford. The site should be planned to achieve cohesive, high quality sustainable development and a positive relationship with adjacent residential areas to the east and south. Access to the site will be from Baddesley Road.
- 4.204 The north-western site boundary borders the Trodds Copse Site of Special Scientific Interest (SSSI) and ancient woodland. Appropriate buffers will need to be provided to help protect their sensitive ecology. Sustainable Drainage Systems will be required on site to mitigate the impact of any changes in hydrology on the Trodds Copse SSSI. There are also several trees along the southern boundary which are protected by a Tree Preservation Order.
- 4.205 The site falls within the recreational impact zone for the New Forest Special Protection Area (SPA), Special Area of Conservation (SAC) and Ramsar Site. Appropriate mitigation including Suitable Alternative Natural Greenspace (SANG) may need to be provided, in accordance with Policy BIO2 depending on the type of C2 use proposed. This will be confirmed at Regulation 19 stage.
- 4.206 Wastewater from this site is anticipated to feed into treatment works which are linked to the River Itchen Special Area of Conservation (SAC) and appropriate mitigation will be required in accordance with Policy BIO2.
- 4.207 The local gap between Ampfield and Chandler's Ford is proposed to be amended to reflect this proposed site. The amended local gap boundary will be to the west of the site and will still preserve a gap.

Southern Area Policy 7 (SA7): Land at King Edward Park, Ampfield

A strategic allocation of approximately 44 units of extra care accommodation (C2 use) is proposed on the eastern edge of Ampfield. Development will be permitted subject to:

- a) A buffer to the Trodds Copse Site of Special Scientific Interest (SSSI) and Ancient Woodland, and**
- b) Access to the development via Baddesley Road.**

Figure 4.17: Land at King Edward Park, Ampfield



Proposed Employment Sites

- 4.208 The proposed strategic employment site allocations in Southern Test Valley are focussed mainly at expanding existing employments with one employment site at Nursling and Rownhams.
- 4.209 Two proposed employment site allocations are at south east Romsey and will expand Abbey Park Business Park. These sites are Abbey Park Extension and Land south of Botley Road. There is one site at north of North Baddesley and will expand Test Valley Business Park. There is one site at University of Southampton Science Park which provides an opportunity to expand the Science Park. There is one new site north of Nursling and Rownhams and the M27, Land at Upton Lane.

- 4.210 The proposed strategic employment site allocations combined with existing employment supply will exceed the employment requirement for Southern Test Valley and provide a range of supply to deliver the range of employment land needed and meet in full the need for offices and industrial uses.
- 4.211 We are proposing to meet the need for warehousing and logistics as far as practicable but there remains a shortfall in Class B8 warehousing use. It is a challenge to meet this need, given the availability of sites, particularly for large scale Class B8, as is the case across South Hampshire as a whole, and for which some of this will be a sub-regional need. We are undertaking a further 'call for sites' alongside the public consultation on the Local Plan to seek any further potential suitable sites for Class B8 use. The position will be reviewed for Regulation 19.
- 4.212 The proposed employment site allocations, where not identified for specific need are for general employment uses for Classes Eg, B2 and B8 uses, which together with the existing supply, will provide for a range and choice of sites. For Southern Test Valley, need is met overall, but not for Class B8 individually.
- 4.213 Alongside the proposed strategic employment site allocations, policies are set out to support the employment role of the University of Southampton Science Park, Adanac and Nursling Estate. These criteria-based policy support re-development for existing employment uses and will enable the sites to develop site. National policy supports this approach as it will enable businesses at these sites to expand and adapt and build on their existing strengths in certain industries.
- 4.214 Adanac and Nursling Estate provide important employment sites for South Hampshire, and not just Test Valley. These sites are near to Junction 3 of the M27 motorway and provide existing employment opportunities in the context of south Hampshire. They have very good access to the highway network and are located close to the Port of Southampton. The policies promote economic development whilst recognising the need to minimise impact on the adjoining residential areas and retain the character of Nursling. Any proposal for each individual site should have regard to the cumulative impact of all the sites proposed at Nursling particularly in respect of impact on the transport network and landscape.

Land at Upton Lane, Nursling

- 4.215 Land at Upton Triangle comprises two land parcels located north of the M27 and the settlement of Nursling and Rownhams. A single allocation is proposed that will be comprehensively master planned to deliver a high-quality mixed-use development.

- 4.216 The site will be employment led providing the opportunity to deliver high quality employment development well located adjacent to the motorway network and the urban areas of Southampton and Eastleigh. The site has the potential to deliver approximately 8.5ha (30,000sqm) of employment land.
- 4.217 The location of the site makes it suitable for all range of employment uses with being adjacent to the M27 attractive for B8 storage and distribution employment uses. The site has potential to support some ancillary uses to support the main employment function including non-employment facilities to support on site businesses and employees.
- 4.218 The southern-western parcel is adjacent to Romsey Road and the existing residential development at Upton Crescent. Employment uses will be more sensitive in this location due to the relationship with adjacent properties in terms of character and amenity impact. A small amount of housing (of approximately 80 homes) could be appropriate on this part of the site to provide a comprehensive site-wide approach to ensure a well-planned and integrated development served by the necessary infrastructure.
- 4.219 The site is therefore primarily appropriate for employment development and ancillary uses serving the main employment use. However, subject to noise constraints a small proportion of residential development on the eastern site boundary may be appropriate. A noise assessment will be required to assess the potential suitability for residential development in this location.
- 4.220 The site is located to the north east of Grove Park, across the M271, where there are a number of listed buildings. To the north of Grove Park are the Sunken Garden and Fir Copse Sites of Importance for Nature Conservation (SINCs), which are separated from the site by the M271.
- 4.221 The site access is proposed off the Romsey Road and Upton Lane. There may be the need for offsite junction improvements that will be confirmed through site-specific transport assessment.

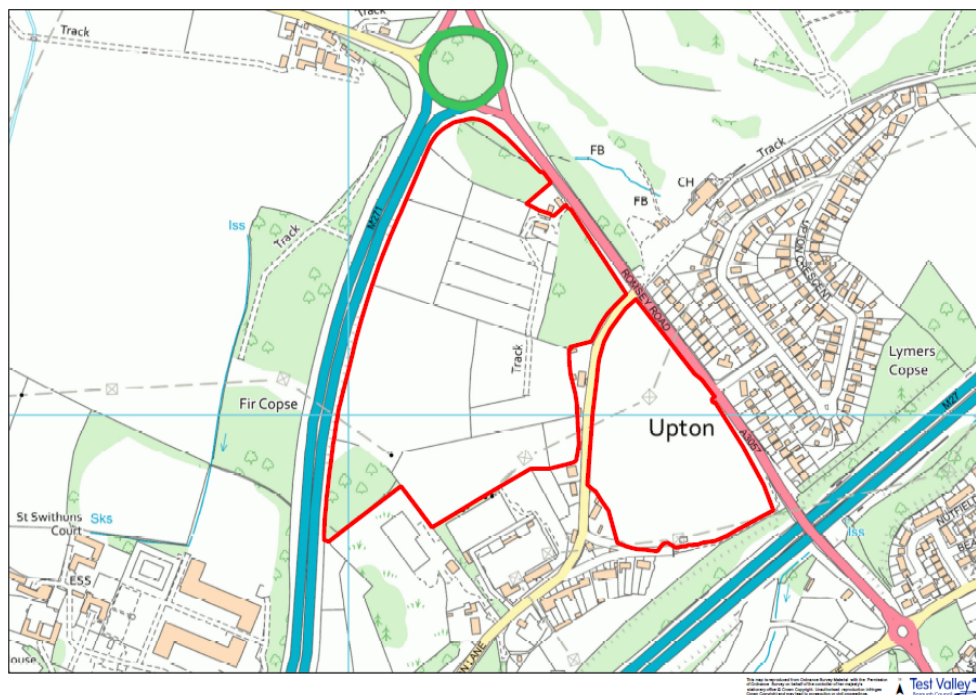
Southern Area Policy 8 (SA8): Land at Upton Lane

A strategic employment led allocation comprising approximately 8.5ha of employment and limited residential development is proposed at Upton Triangle. Development will be guided by a comprehensive site-wide masterplan. Development will be permitted subject to:

- a) The provision of employment uses which may include offices, Research and Development, Industrial Processes, General Industrial and Storage and Distribution and open storage,**

- b) Where ancillary non-employment uses are proposed, these will primarily support onsite businesses and their employees,
- c) Residential development will be located appropriately to establish a positive relationship to existing dwellings at Upton Lane and east of the Romsey Road,
- d) Submission of a noise mitigation strategy in relation to the impact of noise from the M27 and M271, and
- e) Site access via Upton Lane.

Figure 4.18: Land at Upton Lane



Abbey Park Extension, Romsey

4.222 The site is located south of the A27 Botley Road and adjacent to the existing Abbey Park Industrial Estate. It immediately adjoins Luzborough Plantation to the south.

4.223 The site provides an opportunity to deliver a sustainable extension to the existing Abbey Park Industrial Estate in a location which is well connected to the strategic road network. The proposed extension provides the opportunity to deliver approximately 5.86ha (19,600 sqm) of employment development. The location of the site makes it suitable for all range of employment uses.

4.224 The site is a relatively small extension to the existing Abbey Park Industrial Estate and is visually well contained with dense and mature vegetation on the

site boundary. The site should be master planned to achieve a cohesive, high quality sustainable development that integrates effectively with the existing Abbey Park Industrial Estate and proposed allocation on South Side of Botley Road (Policy SA10) to the north of the site.

- 4.225 The local gap between Romsey and North Baddesley is proposed to be amended to reflect this proposed site. The amended local gap boundary to the east of the site will still preserve a gap.
- 4.226 The Luzborough Plantation Site of Importance for Nature Conservation (SINC) is to the south of the site and the woodland is adjacent to the southern boundary.
- 4.227 Access to the site is proposed from the A27 Luzborough Lane/ Botley Road through the existing business park from Premier Way. There may be the need for junction improvements or contributions towards Premier Way and A27 Luzborough Lane/Botley Road.

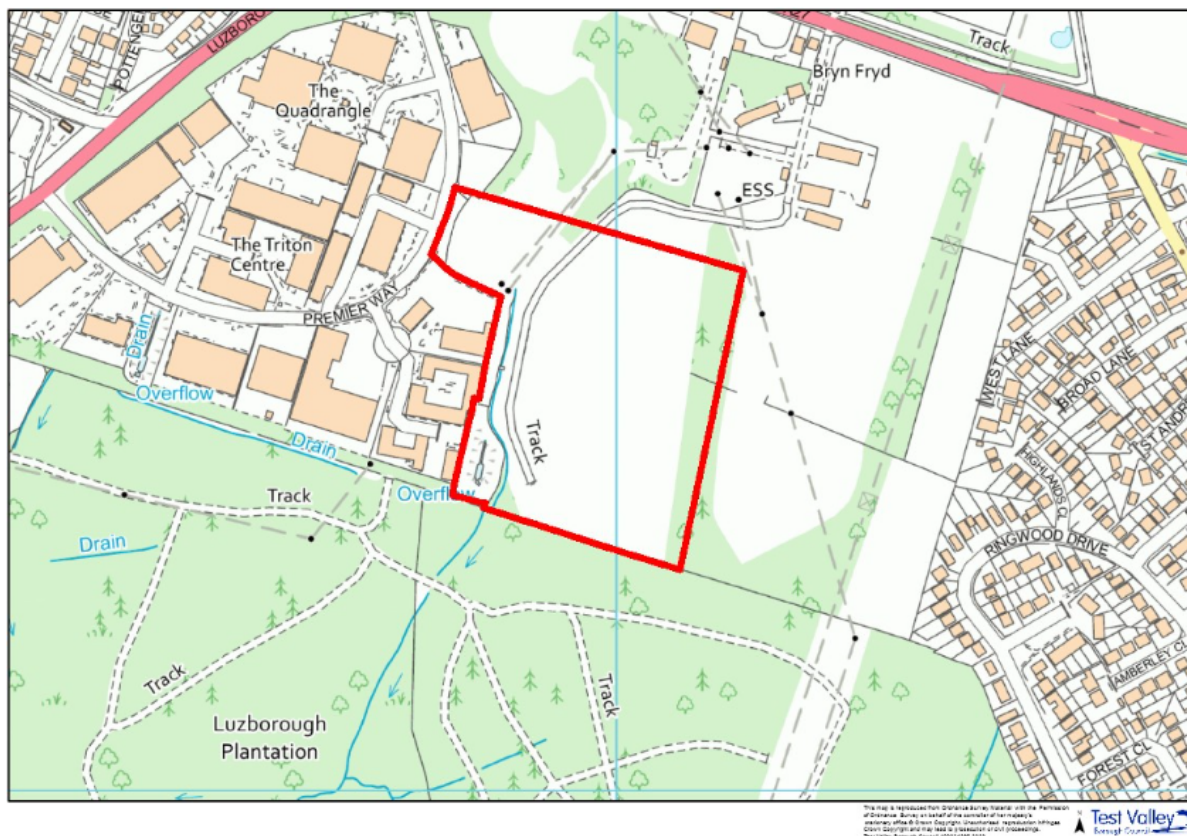
Southern Area Policy 9 (SA9): Land Adjacent to Abbey Park Industrial Estate, Romsey

A strategic employment allocation of approximately 5.86 hectares is proposed at Land Adjacent to Abbey Park Industrial Estate, Romsey. Development will be guided by a comprehensive site-wide masterplan including connections to the existing Abbey Park Industrial Estate and allocation on South Side of Botley Road (Policy SA10) (to the north of the site).

Development will be permitted subject to:

- a) The provision of employment uses which may include offices, Research and Development, Industrial Processes, General Industrial (B2) and Storage and Distribution and open storage,**
- b) Where ancillary non employment uses are proposed, these will primarily support the onsite businesses, their employees or visitors, and**
- c) Access to the development via Premier Way.**

Figure 4.19: Land Adjacent to Abbey park Industrial Estate, Romsey



Land South of Botley Road

- 4.228 The site is located south of the A27 Botley Road and adjacent to the existing Abbey Park Industrial Estate.
- 4.229 The site provides an opportunity to deliver a relatively small sustainable extension to the existing Abbey Park Industrial Estate in a location which is well connected to the strategic road network. The proposed extension provides the opportunity to deliver approximately 1.2ha (3,200 sqm) of employment development. The location of the site makes it suitable for all range of employment uses.
- 4.230 The site should be planned in order to achieve cohesive, high quality sustainable development that integrates effectively with the existing Abbey Park Industrial Estate and proposed allocation on Abbey Park Industrial Estate (Policy SA9) to the south of the site.
- 4.231 There is dense tree cover within the site and a tree survey will be required to determine the developable area and valuable trees that will be retained.
- 4.232 The local gap between Romsey and North Baddesley is proposed to be amended to reflect this proposed site. The amended local gap boundary located on the eastern site boundary will preserve the gap.

4.233 Access to the site is proposed from the A27 Luzborough Lane/Botley Road through the existing business park from Premier Way. There may be the need for junction improvements or contributions towards Premier Way and A27 Luzborough Lane/Botley Road.

Southern Area Policy 10 (SA10): Land South of Botley Road, Romsey

A strategic employment allocation of approximately 1.2 hectares is proposed at Land South Side of Botley Road, Romsey. Development will need to have a positive relationship with the existing Abbey Park Industrial Estate and allocation on Land Adjacent to Abbey Park Industrial Estate (Policy SA10) to the south of the site.

Development will be permitted subject to:

- a) The provision of employment uses which may include offices, Research and Development, Industrial Processes, General Industrial and Storage and Distribution and open storage,**
- b) Where ancillary non employment uses are proposed, these will primarily support the onsite businesses, their employees or visitors,**
- c) Access to the development via Premier Way; and**
- d) Retain the tree lined northern boundary.**

Figure 4.20: Land South of Botley Road, Romsey



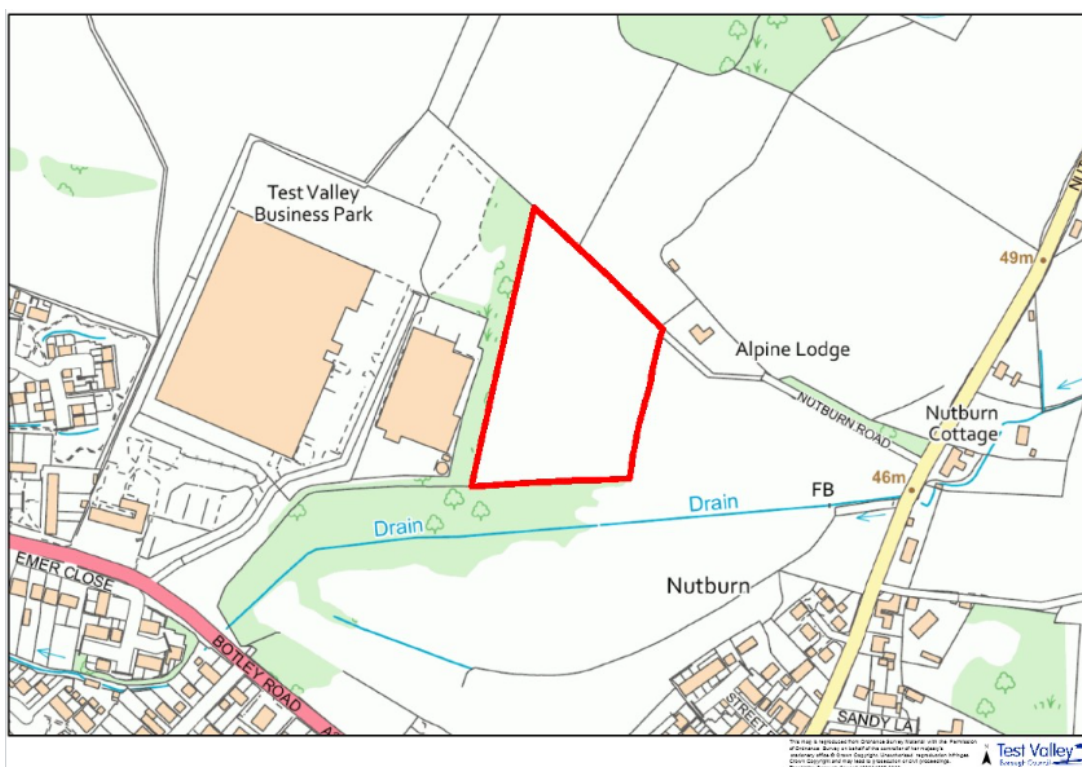
Land at Test Valley Business Park, North Baddesley

- 4.234 The proposed site forms an extension to the Test Valley Business Park which is located north of the A27 Botley Road and the settlement of North Baddesley. The Test Valley Business Park is an established employment site and well connected to Romsey, Southampton and the wider strategic road network. The proposed extension provides the opportunity to deliver approximately 2.2ha (7,000 sqm) of employment development. The location of the site makes it suitable for a range of employment uses however it is anticipated that the site would be developed for B8 storage and distribution uses associated with the existing business park use.
- 4.235 The proposed site is a relatively small extension to the existing Test Valley Business Park. The layout, design and form of development will be required to integrate effectively with the existing business park.
- 4.236 This site bounded to the south and east by the densely tree lined Monks Brook. There are Tree Preservation Order (TPO) trees located on the western site boundary adjacent to the existing business park and the proposed site access. A tree survey will be required to assess potential impact on trees and to ensure appropriate offsets.
- 4.237 The site is adjacent to the Lights Copse Meadow and Nutburn Meadow Sites of Importance for Nature Conservation (SINCs) on the north, east and southern site boundaries.
- 4.238 The existing Test Valley Business Park and proposed extension is located within the wider hydrology catchment zone for Emer Bog and Baddesley Common SAC, SSSI and SINC. The 'wider catchment area' (located beyond the 'critical catchment area') is identified where surface water changes are unlikely to affect the protected sites but there is potential for changes to groundwater to affect the sites.
- 4.239 This site will need to be supported by an assessment to demonstrate that any changes to groundwater would not adversely affect the hydrology of Emer Bog and Baddesley Common. However, due to the proximity of the site to the designation an ecological and hydrological assessment will be required to ensure no significant adverse impacts that may affect the integrity of the designation.
- 4.240 The existing industrial site access off the A27 Botley Road will provide site access.

A strategic employment allocation of approximately 2.2 hectares is proposed at Test Valley Business Park, North Baddesley. Development will be permitted subject to:

- a) The provision of employment uses which may include offices, Research and Development, Industrial Processes, General Industrial and Storage and Distribution and open storage,
- b) Where ancillary non-employment uses are proposed, these will primarily support onsite businesses and their employees,
- c) Submission of ecological and hydrological assessments to include appropriate mitigation measures to ensure no alterations to the hydrology of the Emer Bog and Baddesley Common designation, and
- d) Site access via existing business park access off the A27 Botley Road.

Figure 4.21: Land East of Test Valley Business Park, North Baddesley



Kennels Farm, Extension to University of Southampton Science Park

4.241 The site is located on the western edge of the University of Southampton Science Park and adjoins the existing employment allocation South of Benham Campus. The site lies immediately north of the M27 motorway and is well connected to the wider strategic road network. The site provides an opportunity to deliver a sustainable extension to the existing Science Park and provision of a complementary range of employment uses.

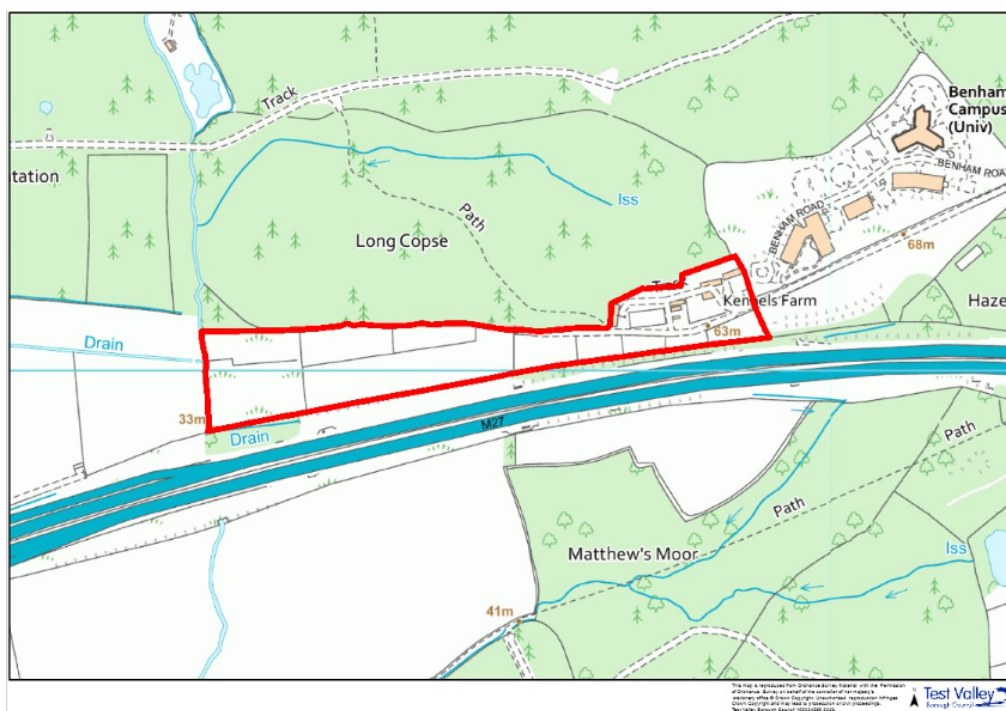
- 4.242 The site has the potential to deliver approximately 4ha (14,000 sqm) of employment development. Employment uses on the site will need to complement those of the Science Park. The type of employment will be restricted to use as permitted for the existing science park.
- 4.243 The proposed site is a relatively small extension to the Science Park. The site should be planned to achieve cohesive, high quality sustainable development and a positive relationship with the existing Benham Campus, South of Benham Campus employment allocation and wider Science Park as a whole.
- 4.244 Long Copse Ancient Woodland is located adjacent to the northern site boundary and an appropriate buffer to the ancient woodland will be needed.
- 4.245 Access to the site is proposed via Benham Road through the existing Science Park. This may include junction improvements or contributions towards Benham Road, University Parkway and A27 Chilworth Road.
- 4.246 Land on the western site boundary is within flood zone 2 and is also affected by surface water flooding. A sequential approach will also be taken within the site to direct development to areas of lowest flood risk.

Southern Area Policy 12 (SA12): Kennels Farm, University of Southampton Science Park, Chilworth

A strategic employment allocation of approximately 3.9 hectares is proposed at Kennels Farm, University of Southampton, Chilworth. Development will need to have a positive relationship with the wider Science Park as a whole. Development will be permitted subject to:

- a) The provision of employment uses comprising research and development including associated design and ancillary production within Class E(g) including offices, research and development and industrial processes,**
- b) Where ancillary non employment uses are proposed, these will primarily support the onsite businesses, their employees or visitors,**
- c) A sequential approach will be taken within the site to direct development to areas at lowest risk of flooding taking into account flood risk from all sources including surface water flooding;**
- d) A buffer to Long Copse Ancient Woodland and Site of Importance to Nature Conservation,**
- e) Access to the development via Benham Road through the existing Science Park.**

Figure 4.22: Kennels Farm, University of Southampton Science Park



University of Southampton Science Park

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

4.250 Proposals for support facilities provided for the benefit of occupiers of the Science Park and their employees or which are necessary for its proper management will be permitted, provided that such facilities occupy no more than 10% of the floor area of buildings on the Science Park. This could include but should not be limited to: financial and professional services linked to the nature of the companies located on the Science Park. In order to develop products it may be necessary to produce prototypes or have limited production runs. Occupiers would need to demonstrate that any such production would be closely related to the Science Park's research and development activity. The type of use, terms of occupancy and other matters (such as the provision of support facilities and landscaping) are controlled by planning agreements. Developers will be expected to demonstrate that any development and occupying firms can meet the terms of the planning agreements³⁵ relating to the Science Park.

4.251 One of the features of the Science Park is its campus setting in the countryside. This character will need to be maintained and that any future development is designed to a high standard. The Science Park is located within areas of woodland which have high amenity and ecological value. There are residential properties and Chilworth Manor, a historic property converted into a hotel and conference centre, in close proximity. The site adjoins the M27 motorway and A27 corridor. In order to retain its landscape setting future development within the Science Park should not be visually intrusive.

Southern Area Policy 13 (SA13): University of Southampton Science Park, Chilworth

Employment development falling within Class Eg and support facilities will be permitted within the University of Southampton Science Park, provided that:

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

³⁵ TVS.03448/54 (October 2005) and Benham Campus TVS.07553 (May 2007)

Land at Adanac, Nursling

- 4.252 This policy provides a positive planning framework for facilitating development proposals for land within Adanac Estate boundary, whilst managing this to prioritise Class Eg business use for office/research/manufacturing, in recognition of the particular suitability for the site for this use, given its location.
- 4.253 The policy is important as the Adanac Estate affords a suitable and accessible location with the opportunity to accommodate Class Eg uses, which if displaced by other uses, cannot be readily replicated elsewhere in South Hampshire. It is therefore a valuable economic asset for South Hampshire for office/research/manufacturing uses which is justified to be retained for a specific sector.
- 4.254 There are few sites within South Hampshire which have similar characteristics and present similar opportunities. A piecemeal approach to its development for uses which do not have specific locational requirements and which could be located elsewhere would not be the best uses of this strategic resource.
- 4.255 The southern part of the site has been developed, and much of the remainder has planning permission. However, the northern part of the site remains yet to be developed.
- 4.256 The M271 corridor is the main route into the City of Southampton and to the New Forest. The Council over a long period of time has sought to encourage development which is well designed and landscaped to create an attractive approach. Future development would be highly visible from the highway network and would therefore need to be designed to a high standard. The coverage of the site with buildings needs to be managed in order to continue a prestige development and retain the site's attraction to high quality firms with a clear corporate identity. Well-designed buildings should be complemented with high quality boundary planting and internal landscaping.

Southern Area Policy 14 (SA14): Land at Adanac Park, Nursling

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

- a) It is designed to a high standard to respect the characteristics of the site, including its existing development, and neighbouring land uses; and**

Nursling Estate, Nursling

- 4.257 This policy provides a positive planning framework for facilitating development proposals for land within Nursling Estate boundary, whilst managing this to prioritise Class B8 storage and distribution warehousing, in recognition of the particular suitability for the site for this use, given its location.
- 4.258 The policy is important as the Nursling Estate affords a particularly suitable and accessible location with the opportunity to accommodate Class B8 uses (warehousing and logistics), which if displaced by other uses, cannot be readily replicated elsewhere in South Hampshire. It is therefore a valuable economic asset for storage and distribution which is justified to be retained for the Estate's primary function as a Class B8 site and restrict other uses.
- 4.259 The Nursling Estate is a 68ha site located south of the M27 motorway, west of the M271 motorway and east of the Southampton to Bristol railway line. There are limited opportunities where Class B8 uses can operate for 24 hours, that are located close to the strategic road network, to centres of commercial activity (i.e. Port of Southampton) and are relatively isolated from residential areas.
- 4.260 The Estate predominantly comprises storage and distribution Class B8 uses. However, ancillary Class Eg processing and assembly e.g. repackaging prior to distribution, would be acceptable.
- 4.261 The Estate occupies a sensitive location in landscape terms on the western edge of Nursling with views from the motorway and railway. Development, redevelopment or open storage, including containers, should be designed to minimise their prominence in the landscape and existing strategic landscaping retained, respect the views from the transport network and retain wider views of the countryside. The height of stacking of containers is restricted so that they are not prominent in the landscape or in the estate.

Southern Area Policy 15 (SA15): Nursling Estate, Nursling

Within Nursling Estate, the use of land and buildings will be restricted to storage and distribution uses (Class B8) and ancillary processing and assembly within ClassE(g).

Development will be permitted provided that:

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

Forest Park

- 4.262 The aspiration for the creation of a Forest Park is of sub-regional significance, with the potential to make a positive contribution to the green infrastructure network of south Hampshire. The delivery of the project began back in 2011 when a feasibility study was undertaken by the Partnership for South Hampshire by the Forestry Commission. That study was approved by Partnership for South Hampshire and provided the basis for proposals for the Forest Park. Evidence published by PfSH continues to identify the delivery of the Forest Park as strategic GI provision for South Hampshire³⁶.
- 4.263 The Forest Park is an extensive area of woodland adjoining the M27 Motorway providing an opportunity to develop a significant GI asset which serves both the residents of Southern Test Valley and those nearby in Southampton and Eastleigh.
- 4.264 The delivering of the Forest Park is envisaged to come forward in phases. Some components have already been delivered or agreements reached to enable delivery, including access to Home Wood. There are likely to be several mechanisms to help fund the delivery of this GI asset that will be further explored over the plan period.
- 4.265 The Forest Park will be managed to promote increased access by the public for a range of activities including walking, cycling and horse riding, and enhance its importance for biodiversity in addition to its current forestry activities.

Southern Area Policy 16 (SA16): Forest Park

Land adjoining the M27 Motorway is proposed as a Forest Park.

Requirement for safe highway access and linkages to public rights of way network and existing pedestrian and cycle access will be required.

Stockbridge Local Centre

- 4.266 This policy recognises the role and status of the High Street in Stockbridge as a local centre in the retail hierarchy.
- 4.267 It is important to protect and support its role serving the immediate day to day retail and service needs of a number of rural settlements in the centre of Test Valley.
- 4.268 The High Street contains a mix of both residential and business premises and includes and number of retail outlets, both convenience and specialist

³⁶ Part 1 Green Belt/Green Infrastructure Designation Study, LUC, 2023, and Part 2 Strategic Green and Blue Infrastructure Opportunities in South Hampshire, LUC, 2023

shops, public houses, restaurants and tourist accommodation. The town has a tourist role, particularly associated with the River Test and is internationally renowned for fishing.

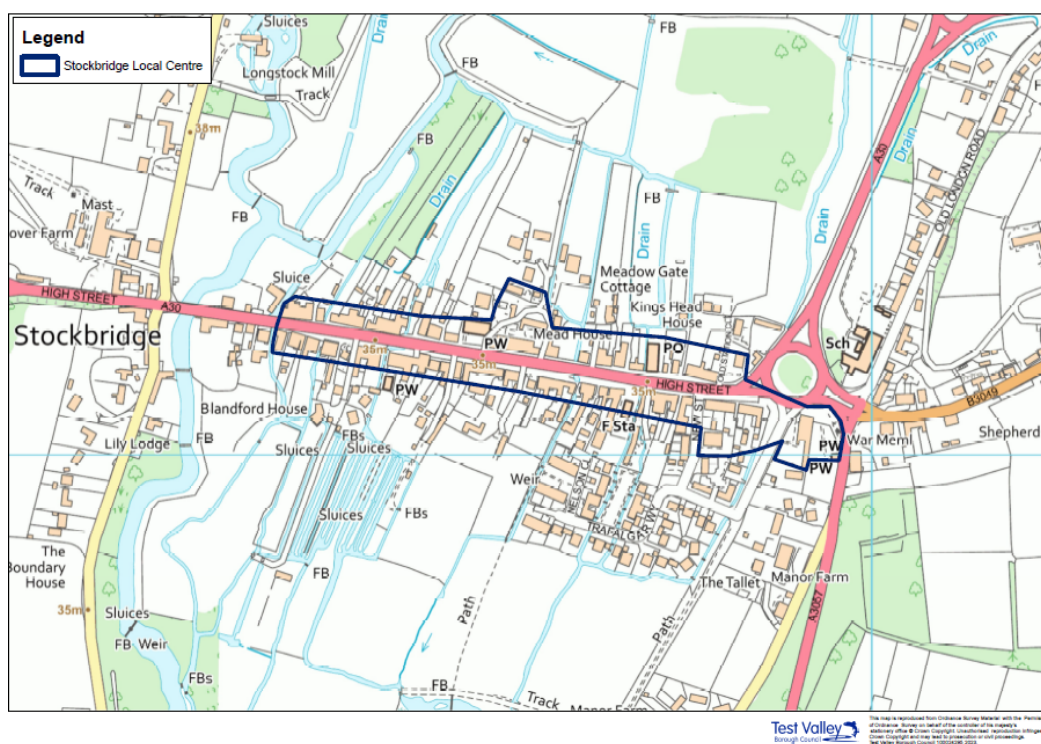
- 4.269 Development fronting the High Street should be at a scale that respects the size of the local centre and which protects its vitality and viability. Account should also be taken of the character of the town and the more detailed aspects of shop front design.
- 4.270 The retention of the existing provision of shops on ground floor uses in the High Street is in order to maintain active ground floor frontages which are attractive to both shoppers and visitors and to meet the retail and service needs of the rural communities which Stockbridge serves.

Southern Area Policy 17 (SA17): Stockbridge Local Centre

Development fronting the High Street, as identified on the Policies Map, will be permitted provided that:

- Its size is appropriate to the scale and function of the local centre;
- It respects the local character of the town; and
- It would not have a significant adverse impact on the vitality and viability of the local centre.

Figure 4.3: Stockbridge Local Centre



Chapter 5: Theme Based Policies

Overview

- 5.1 There is a need to set out a local planning policy framework to guide development reflecting our objectives. These policies will seek to achieve a balance between delivering a range and type of homes needed, the need to counter climate change, supporting economic growth and conserving and enhancing Test Valley's high quality natural and built environment.
- 5.2 These borough wide policies set out both strategic policies necessary to deliver the Local Plan's Spatial Strategy and Test Valley Community policies as well as non-strategic policies which focus on a range of more detailed topics. Both strategic and non-strategic policies will be used to assist in day to day decision making on planning applications (often referred to as Development Management Policies).
- 5.3 The policies have been drafted following a review of the Adopted Local Plan 2029 policies, the Five Year Review of these policies, taking account of national policy, up to date local evidence based studies and engagement with stakeholders. A few of the draft strategic policies were set out in the Regulation 18 Stage 1 draft Local Plan. These policies have been amended to take account of the above as well as comments received as part of the public consultation on the Regulation 18 Stage 1 draft.
- 5.4 The borough wide policies are structured by our theme objectives, which is as follows:
- Climate Change
 - Our Communities
 - Town Centres
 - Built, Historic and Natural Environment
 - Ecology and Biodiversity
 - Health, Wellbeing, and Recreation
 - Design
 - Housing
 - Economy, Employment and Skills
 - Transport and Movement

Climate Change

Introduction

- 5.5 Climate change is one of the biggest challenges we face. It has implications from an international to local level, and cuts across social, environmental and economic themes. Not only do we need to think about how to significantly reduce greenhouse emissions (referred to as mitigation) but also to ensure we adapt, counter and are resilient to future conditions.
- 5.6 The planning system has an important role to play. Climate change is a key theme running through the Local Plan 2040 in order to ensure it contributes to achieving the commitments at a national level.
- 5.7 This section includes an overarching climate change policy, along with policies on flood risk, buildings and energy use, water use and management, and renewable energy. These policies need to be considered alongside policies in other sections of the Local Plan.

National Context

- 5.8 There is a duty³⁷ for Local Plans to include policies that are designed to secure development and use of land that contributes to the mitigation of, and adaptation to, climate change. The Climate Change Act 2008 sets out the legal framework for emissions reduction, as well as the mechanisms for identifying and acting on the risks of a changing climate. It establishes that by 2050 the UK's net emissions need to be 100% lower than the 1990 baseline. Therefore we need to be at net zero emissions by this date. That means that the amount of greenhouse gas emissions produced is balanced with the amount removed from the atmosphere.
- 5.9 Carbon budgets are established to act as stepping stones on the journey to net zero³⁸. Therefore before the end of the plan period (2040) there will need to have been significant changes in the way buildings (including homes) are designed, heated and powered; the way we travel; the way our economy operates; and how we use the environment around us.
- 5.10 In broad terms, climate change is anticipated to result in a greater chance of warmer, wetter winters and warmer, drier summers across the UK in the future. It is also expected to result in more extreme weather events, including heatwaves, droughts and storms, along with increased incidence of flooding. Test Valley has experienced flooding events, including in 2014 when multiple

³⁷ Section 19(1A) of the Planning and Compulsory Purchase Act 2004 (as amended)

³⁸ For example, for 2033-2037 emissions should have reduced by 78% relative to the 1990 position.

areas within the Borough were affected. The Borough is also within an area of serious water stress³⁹, when considering the needs of the environment and for public water supplies. Additional risks identified at a national level, include implications on health and wellbeing, biodiversity and ecosystems, and agricultural productivity⁴⁰. Therefore, we need to ensure we are reducing our greenhouse gas emissions but also adapting and improving our resilience to the anticipated changes, which cut across a number of policy areas.

- 5.11 The NPPF sets out some of the ways that the planning system can support the transition to a low carbon future in a changing climate, such as through shaping places in ways to contribute to radical reductions in emissions, minimise vulnerability and improving resilience.

Climate Emergency Action Plan

- 5.12 The Council declared a climate emergency, and in 2020 approved its first Climate Emergency Action Plan. This includes a specific action to ensure that policies in the Local Plan 2040 are written to facilitate the move towards carbon neutrality. The Council is committed to working with communities and partners to reduce emissions and support adaptation to the effects of a changing climate. The Local Plan 2040 has a role to play in achieving this.
- 5.13 Taking a holistic approach can support wider objectives and maximise other benefits that such actions can deliver. For example, we can also seek to conserve and enhance the environment around us, facilitate the transition to a greener economy and enhance health and wellbeing of those living and working in the Borough. All of these opportunities support the delivery of the strategic priorities in the Council's Four-year (corporate) Plan 2023-27.
- 5.14 While much of the context and evidence on the approach to countering, mitigating and adapting to climate change is available at a national level, there are important resources and evidence available on a more local level.
- 5.15 Key local strategies, policy and evidence in relation to climate change include, but would not be restricted to:
- Strategic Flood Risk Assessment – sets out evidence in relation to flood risk including consideration of risks when accounting for climate change.
 - Policies, strategies and guidance on water resources and flood risk, including the Lead Local Flood Authority's Local Flood and Water Management Strategy and Catchment Management Plans.⁴¹

39 Water Stressed Areas – Final Classification, Environment Agency, 2021.

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

41 Available: <https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/strategies>

- North Solent Shoreline Management Plan (2010)⁴² provides the strategic policy approach for the management of the coast, including in relation to coastal flood risk and erosion risk, for a 100-year period. A small area of the Borough, in the vicinity of Nursling, has a strategic policy approach of ‘no active intervention’. These means that the coastal areas would be allowed to change and evolve naturally.
- Policies and strategies on water management, including abstraction licensing strategies and water resource management plans.
- Renewable and Low Carbon Energy Study and associated assessment of landscape sensitivity in relation to wind and solar developments. This work provides the evidence to inform future planning policies on renewable and low carbon energy developments within the Borough. It includes consideration of the potential for a number of different types of renewable energy resources within Test Valley.
- Local Transport Plan 4 (currently being reviewed by Hampshire County Council⁴³). The work to date on the new Local Transport Plan highlighted climate change, both in terms of reducing emissions and ensuring a resilient and reliable transport network, as a key theme.
- Hampshire’s Public Health Strategy 2023-2026 has recently been published and makes important links between health, wellbeing and climate change⁴⁴.
- Nature Recovery Network and Local Ecological Network. The Hampshire Biodiversity Information Centre (HBIC) has prepared a local ecological network on behalf of the Hampshire and Isle of Wight Local Nature Partnership. This mapping can help to identify opportunities to conserve and enhance the biodiversity and ecological connectivity. A Local Nature Recovery Strategy covering Hampshire is to be prepared in the coming months.

Delivering a Net Zero Carbon Future

- 5.16 The priority of countering climate change by significantly reducing our carbon emissions and ensuring resilience and adaptation to anticipated future changes, is a key matter for the Local Plan 2040 and it is appropriate to set out a strategic approach. This helps set the framework for more detailed policies and therefore needs to be read alongside other policies and proposals within the Local Plan 2040.
- 5.17 It is essential that all development is designed so as to minimise greenhouse gas emissions, this spans from the location of proposals to the way it is constructed, how it operates and is used throughout its lifecycle. Development

⁴² Available at: <https://www.northsolentsmp.co.uk/> - policy unit 5C13 (Lower Test Valley) falls within the borough.

⁴³ For more information, see: <https://www.hants.gov.uk/transport/localtransportplan>

⁴⁴ For more information, see: <https://www.hants.gov.uk/public-health/PublicHealth-Strategy-2023.pdf>

will need to be ready for net zero and reduce the need for retrofitting to achieve this. This relates to new development, the infrastructure that serves it, and the wider environment (including the effective use of land and resources). There is also an opportunity to ensure the links between climate and ecological considerations are accounted for, so that new development is planned and designed recognising these connections.

- 5.18 The energy hierarchy advocates an approach where the reduction in demand for energy (including for heating, cooling and lighting) is prioritised; followed by ensuring that energy is used and supplied efficiently; then looking at renewable and low carbon energy sources to meet the resultant energy needs. Opportunities should also be explored to manage peak energy loads. The energy hierarchy should inform the design, construction and operation of new development. Offsetting any residual emissions should be a last resort, after the energy hierarchy has been followed.

Figure 5.1: Energy Hierarchy



- 5.19 In reducing demand for energy (including in relation to heating and cooling), a 'fabric first' approach should be taken. Ventilation and ways to manage the potential build-up of heat will need to be considered alongside energy and thermal performance.
- 5.20 The transport sector is a key source of the carbon dioxide emissions occurring within the Borough. The planning system has a role in promoting more sustainable travel, including through the location of new development and the infrastructure that is secured to support it. Therefore, it is also appropriate to be recognised within the strategic approach to climate change.
- 5.21 The Government has made announcements about the timing of phasing out petrol and diesel vehicles, however there is also a need to reduce travel overall and increase the share of journeys undertaken by walking, cycling and public transport.
- 5.22 The location of development⁴⁵, the way developments are planned (including the mix of uses proposed), laid out and designed, and the infrastructure that supports them, all have the potential to affect transport and travel related

⁴⁵ This includes in relation to access to facilities and services, as well as public and community transport links.

emissions. This includes through the patterns of development that enable the prioritisation and encouraging of walking, cycling and the use of public and / or community transport; ensuring appropriate connectivity within and beyond sites; and seeking to minimise the need for unnecessary travel by private vehicles.

- 5.23 It is vital that development, along with the associated facilities and infrastructure that supports it, is designed to be resilient for its anticipated lifecycle, not just the short term. A key consideration will be accounting for the implications of the changing climate, but regard also needs to be had to designing in flexibility for changing needs and changing technologies.
- 5.24 Development needs to be designed to respond to locally important matters, such as water management (including the efficient use of water and flood risk), as well as those issues that are likely to apply more broadly, such as risks of overheating. A number of policies within the Local Plan are relevant to improving resilience and adapting to climate change, including but not restricted to those set out in this theme.
- 5.25 When designing proposals to avoid risks of overheating (indoor and outdoor), careful consideration will need to be given to the layout, orientation, and design of proposals; the materials used; and the provision or enhancement of green infrastructure and other means of providing shading where appropriate. Where relevant, passive ventilation (and cooling)⁴⁶ should be prioritised alongside minimising excess heat generation.
- 5.26 The approaches taken should avoid increasing energy use and greenhouse gas emissions.
- 5.27 Green infrastructure can deliver multiple functions, including storing carbon, providing cooling and shading, helping manage flood risk (including through sustainable drainage systems), conserving and enhancing biodiversity, and supporting opportunities for improvement to health and wellbeing. In considering green infrastructure and how it integrates into new development, regard should be had to its extent, quality, the level of connection to the network, and the functions it is delivering. Where possible, nature based solutions⁴⁷ should be utilised and prioritised, including in relation to water management.

46 Also known as natural ventilation, this approach seeks to avoid the use of mechanical system to provide adequate ventilation levels.

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

- 5.28 Ecological networks form part of the green infrastructure network but also need to be considered in their own right. Such networks are important to help conserve biodiversity, enable migration and dispersal of species, and potentially play a role in enabling habitats and species to respond to a changing climate. Factors that will need to be considered in seeking to conserve and enhance coherent and resilient ecological networks, include scale, quality and connectivity.
- 5.29 The promotion of the sustainable use of resources and a circular economy⁴⁸ can also be a means of reducing greenhouse gas emissions that are embodied through their production, during construction processes, and at end of life (seeking to maximise opportunities for waste products to be seen and used as a resource). As part of this, buildings and land should be used effectively, reflecting on the opportunities and benefits available through appropriate mixed or multi-functional uses, including how proposals are laid out, and taking account of local character. For existing buildings, options should be explored for the reuse, repair, re-purposing, upgrade and / or retrofit prior to looking at demolition and rebuilding.
- 5.30 Additionally, the way development comes forward should take account of enabling opportunities for the prevention, minimisation and reuse of waste both through the construction process and, as far as possible, the use of the development. Developments will need to be designed and planned to take these matters into account.
- 5.31 This strategic policy is likely to continue to evolve as the Local Plan develops, reflecting the evolving nature of national policy and guidance. As we progress with this policy, we will also further consider how compliance with the policy will be demonstrated. The intention is that all developments will need to be accompanied by a supporting statement indicating how this policy has been complied with. It is recognised that there will be circumstances where not all criteria are relevant and there would be an expectation that the level of information required would vary depending on the scale and nature of the proposal.

Policy CL1: Countering Climate Change

Development will support the delivery of a net zero carbon future and address the impacts of our changing climate through both mitigation and adaptation. In order to achieve this, development will be permitted provided that:

⁴⁸ A circular economy seeks to design out waste, by keeping products and materials in use, including through reusing, repairing and recycling as much as possible.

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

Flood Risk

- 5.32 It is essential to ensure that inappropriate development is avoided in areas at risk of flooding both now and in the future, as well as ensuring development does not increase flood risk elsewhere. Parts of the Borough are at risk of or susceptible to a range of types of flooding.
- 5.33 The NPPF and Planning Practice Guidance establish the approach to how flood risk should be considered through local plans and in decision making. This includes through the identification of vulnerability of different development types to flood risk, as well as the application of the sequential and exception tests. The sequential test focuses on ensuring development is located where there is the lowest risk of flooding from any source. Where it is not possible to locate development outside areas of risk, the exception test sets out the circumstances where it may be appropriate to support a proposal.
- 5.34 In line with the Planning Practice Guidance, the area to be used in applying the sequential test will normally be the whole plan area. However, alternative areas may be relevant for specific proposals, for example to bring forward a rural affordable housing scheme to meet the needs within a specific community. Where an alternative area of search has been used, justification would need to be provided as part of the planning submission.
- 5.35 A Strategic Flood Risk Assessment (SFRA) is being prepared covering the borough. This evidence has been used to inform the preparation of the Local Plan, including the identification of proposed allocations, and will be taken into

account when applying this policy, including the expected information to accompany applications (for example in areas of susceptibility to groundwater flooding).

- 5.36 The Lead Local Flood Authority (Hampshire County Council) has a number of policy and guidance documents that will be relevant to the application of this policy. The Catchment Management Plans identify the highest flood risk areas in Hampshire, which have been classed as Priority Areas and the Critical Contribution Areas (sub catchments) that drain into them. It will be important to check whether a site falls within these areas and, where relevant, demonstrate that they are achieving the resultant expected standards.
- 5.37 National policy establishes a requirement for planning applications for certain proposals to be accompanied by a site-specific flood risk assessment. The latest policy thresholds should be used but at present this includes:
- all proposals located in Flood Risk Zones 2 and 3; or
 - for proposals located in Flood Risk Zone 1, where:
 - the site is 1 hectare or more;
 - the land is identified in the SFRA as being at increased flood risk in the future (e.g., accounting for the implications of climate change); or
 - the land may be subject to other sources of flooding, where the development would introduce a more vulnerable use.
- 5.38 Where development results in a change in built footprint, land raising or other structures, it should not impact on the ability of floodplains to store water. Where relevant, floodplain storage compensation will need to be provided on a level for level, volume for volume basis on land which does not already flood. More information is provided within the SFRA.
- 5.39 Seeking to reduce rainfall getting into wastewater systems help to reduce the risk of sewer flooding and storm overflows. Surface water management is likely to be particularly important in more built up areas (including Andover and Romsey) that include areas of higher risk of surface water flooding and a larger number of receptors. The Lead Local Flood Authority may require betterment of surface water runoff rates in certain locations.
- 5.40 The policy includes criteria that would need to be satisfied by all developments that are required to incorporate sustainable drainage systems (SuDS). SuDS can deliver a range of benefits, including reducing flood risk, influencing water quality and supporting biodiversity. It is recognised that there may be changes in relation to SuDS that come into place as the Local Plan is being prepared,

including who would be responsible for their adoption and management. The policy wording will be kept under review as preparation progresses.

- 5.41 The design standards advised by the Lead Local Flood Authority should be adhered to, as well as taking account of the latest guidance and best practice. Relevant guidance is likely to include the CIRIA SuDS Manual (C753). Guidance is available from the Lead Local Flood Authority on the information that would need to be submitted alongside planning applications⁴⁹. It will be essential to ensure that appropriate arrangements and resources are in place to manage and maintain the systems to deliver full and effective operation in the long term. Conditions and / or legal agreements will be utilised to ensure schemes are delivered in line with the details provided. If there is an overriding reason why sustainable drainage systems cannot be delivered so as to achieve the policy criteria, this must be evidenced with justification of the alternative approach being taken.
- 5.42 There is a preference for the use of nature-based solutions to achieve the policy requirements. Where possible, such solutions should be designed to maximise the opportunities to enhance biodiversity and water quality, including by exploring ways to reduce the passage of potential contaminants into the wider environment. Alongside the requirements of criterion g), it is encouraged that schemes are also designed to have a surface run-off water quality that matches or exceeds that of greenfield rates prior to development in order to help support the water environment and associated ecological interests. Should any development drain to a protected nature conservation site, there may be additional requirements to ensure water quality impacts are avoided along with arrangements for long term monitoring.
- 5.43 The policy includes criteria in relation to setbacks from watercourses that links to environmental permitting⁵⁰ requirements for main rivers and ordinary water courses. An environmental permit may be required for activities that could pollute the air, water, or land; increase flood risk; or adversely affect land drainage. The purpose of the undeveloped buffers is to enable access for maintenance and repair as well as to support the conservation and enhancement of the water environment⁵¹. This provision relates to both sides of the watercourses and is measured from the riverbank at the point at which it meets the level of surrounding land. Opportunities to restore land adjacent to watercourses and to deculvert as part of any development site that

⁴⁹ Available at: <https://www.hants.gov.uk/landplanningandenvironment/environment/flooding/planning>

⁵⁰ More information is available on environmental permitting at: <https://www.gov.uk/guidance/check-if-you-need-an-environmental-permit>

⁵¹ Please bear in mind that wider corridors would be encouraged in order to allow better riparian habitat corridors to fully develop and function. Also care should be taken to consider the slope of buffers to ensure the connection between watercourse and floodplain is retained or enhanced where possible.

incorporates such features should be explored and incorporated into any proposals as far as practical to do so. This is a recommendation from the SFRA.

Policy CL2: Flood Risk

Test Valley is affected by a range of sources of flood risk, including from rivers, the sea, surface water, groundwater, sewers and reservoirs. All sources of flood risk need to be considered accounting for the risk now and in the future.

Development will be permitted provided that:

- a) The proposal meets the sequential test and, if necessary, the exception test;**
- b) Within the site, the most vulnerable development is located in areas of lowest flood risk, unless there are overriding reasons;**
- c) The development will be safe over its lifetime⁵² taking account of the vulnerability of its users without increasing flood risk elsewhere;**
- d) Any residual risk can be managed safely;**
- e) Run-off rates from proposed development do not exceed existing run-off rates;**
- f) Onsite surface water run-off is managed as close to the source as possible; and**
- g) The proposal does not prejudice land, structures and features required for current or future flood management.**

Additionally, all developments that are required to incorporate sustainable drainage systems shall ensure that:

- h) Surface run-off rates mirror greenfield rates before development;**
- i) They are designed in accordance with the latest policy and guidance and meet the relevant standards;**
- j) Priority is given to natural flood management and drainage approaches; and**
- k) Details for future maintenance to ensure acceptable standards of operation over the lifetime of the development shall be included within the proposal and the delivery and implementation of such arrangements are secured.**

⁵² This will need to take account of the relevant climate change allowances.

All new development close to watercourse should take advantage of any opportunities to enhance the water environment and should retain undeveloped buffers of at least:

- l) 8 metres from the riverbank of main rivers, flood defence structure or culvert; and**
- m) 5 metres from the watercourse bank for ordinary watercourses.**

Alternative buffers may be acceptable if clearly justified.

Sustainable Buildings and Energy Use

- 5.44 This policy introduces specific requirements for new buildings in relation to sustainable design and construction expectations. It should be read alongside the overarching requirements of policy CL1. This will ensure that new development is brought forward in a way that contributes to the need to mitigate and adapt to climate change, reduce the need for future retrofitting, and it may also result in lower energy bills for occupiers.
- 5.45 The technical design standards of new buildings are established through Building Regulations. There were updates to the requirements for energy performance, ventilation and overheating in June 2022. The Government has announced proposals to increase the requirements of Building Regulations through the Future Homes Standard and Future Buildings Standard, both of which are due to be in effect from 2025. Therefore, national requirements are anticipated to be changing and the Local Plan will need to reflect this as plan preparation continues.
- 5.46 At present, local authorities have the opportunity to introduce energy performance standards that exceed Building Regulations. The focus on outcomes gives greater flexibility as we see innovations in technologies and solutions for reducing emissions, as well as recognising that the options available may depend on the specific proposal.
- 5.47 All developments should be designed to minimise the likely energy demand for heating, lighting and cooling, this includes through the orientation of buildings (solar gains / winter losses), building form, and fabrics. Additionally, through the design process it will need to be ensured that the risk of overheating (now and in the future) is avoided.

- 5.48 For residential development, this policy draws on the approach established by the Low Energy Transformation Initiative (LETI) and for non-residential development uses BRE's Environmental Assessment Method⁵³.
- 5.49 Evidence will need to be submitted in conjunction with relevant planning applications to indicate how the policy requirements will be complied with and a condition would then be applied to ensure the schemes are delivered in line with this.
- 5.50 Where policy reasons (such as harm to heritage assets) prevent full policy compliance, the relevant evidence statement supporting the application must demonstrate why the policy criteria cannot be met in full and the degree to which each criterion is proposed to be met. In relation to energy matters, proposals should first and foremost seek to meet the space heating and total energy consumption thresholds. Proposals must then benefit as much as possible from renewable energy generation.
- 5.51 For new homes, the assessment of compliance should be demonstrated via the submission of a statement with the application that is calculated using an appropriate methodology and modelling that is proven to accurately predict a building's actual energy performance. This could include the Passivhaus Planning Package, CIBSE TM54, or any other recognised nationally independent accreditation scheme that is able to be used to demonstrate compliance with the policy requirements. An explanation should be given as to how figures have been calculated as part of the planning application. Delivery in accordance with the submitted details will be secured.
- 5.52 The energy efficiency calculations should be carried out for the full application or detailed planning submission and be reconfirmed prior to commencement (to include pre-built estimates). Prior to occupation, applicants would be encouraged to undertake an updated, accurate and verified 'as built' calculation of energy performance. Ideally this should also be provided to the first occupier. Applicants should confirm the metering, monitoring and reporting strategy as part of the detailed planning application.
- 5.53 The proposals for non-residential development, would apply to those buildings that are not exempt from Building Regulations, such as certain agricultural and equestrian buildings.
- 5.54 For non-residential developments of 500sqm or more, evidence would need to be provided alongside the planning application to indicate that the scheme will

⁵³ Alternative approaches to securing the equivalent level of performance, including in relate to mandatory credits, as would be achieved through BREEAM will be considered by the Council where supported by appropriate evidence.

reach the necessary BREEAM standard. A BREEAM design stage assessment would need to be undertaken by an accredited assessor, with the scheme then brought forward in accordance with this.

- 5.55 While this policy does not include any specific requirements in relation to proposals for existing buildings, in line with Policy CL1 (Countering Climate Change) the energy hierarchy should be followed and buildings designed to avoid the risk of overheating.
- 5.56 Proposals may come forward to improve the energy performance of existing buildings, to reduce energy consumption and associated energy costs. Many such proposals may not require an application for planning permission. Where planning permission is required, in line with the NPPF, significant weight will be given to the need to support energy efficiency and low carbon heating improvements to existing buildings. For traditionally constructed buildings, it will be particularly important to take a whole building approach to proposals involving retrofit and they may need to be informed by heritage expertise (where relevant). For schemes that require planning permission and have the potential to affect a heritage asset, policy BNV2 will be relevant. Historic England has published technical advice and guidance for retrofitting historic buildings to improve their energy efficiency⁵⁴.
- 5.57 This policy will need to evolve as the preparation of the Local Plan progresses, including taking account of any changes to Building Regulations and the feedback from consultations. We will continue to revisit aspects of the policy in particular regarding whole life carbon emissions and overheating, including the approach to assessment and ensuring compliance.
- 5.58 Additionally, at present there are no district heat networks located in the borough, however this may change over the course of the plan period. We will review whether there should be a policy requirement to consider the opportunity to connect to such networks where they exist to help futureproof the policy on this matter.

Policy CL3: Sustainable Buildings and Energy Use

All proposals should embed the energy hierarchy within the design of buildings by prioritising fabric first, orientation and landscaping in order to minimise energy demand for heating, lighting and cooling.

⁵⁴ See: <https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historic-buildings/>

All development should take opportunities to reduce the development's embodied carbon content, through the careful choice, use and sourcing of materials.

All development will also need to be designed to avoid risks of overheating both now and in the future.

New Homes

All new homes (including replacement dwellings) will need to be able to demonstrate net-zero operational carbon on site by ensuring:

- i. The predicted space heating demand of the homes will be less than 15 kWh/m²/year;**
- ii. The total kWh/yr of energy consumption of the buildings will be less than 35 kWh/m²/year;**
- iii. The resultant total kWh/yr of energy consumption of the buildings on the site is balanced by the total kWh/yr of energy generation by renewables; and**
- iv. Delivery in compliance with the submitted details.**

Additionally, developments incorporating 150 or more dwellings should be accompanied by a whole life carbon assessment, which indicates how both operational and embodied emissions have been reduced. Delivery in compliance with the submitted assessment will be secured.

New Non-Residential Development

All new non-residential development of 500sqm or more should be designed to meet the BREAAAM 'Excellent' standard and delivery in compliance with the submitted details is secured.

Additionally, non-residential developments incorporating at least 5000sqm of additional floorspace should be accompanied by a whole life carbon assessment, which indicates how both operational and embodied emissions have been reduced. Delivery in compliance with the submitted assessment will be secured.

In order to achieve the criteria of this policy, all new developments should seek to demonstrate the lowest level of carbon emissions in line with the requirements unless there are exceptional clear and compelling reasons that have been established through the design process that

demonstrate that achieving these standards produces a development that would be harmful to its setting or the character of the wider area

Water Use and Management

- 5.59 The water environment in the Borough is important for its ecological value, its influence on the character and identity of the area, as a source of drinking water, and its influence on the local economy including farming and tourism. There are multiple pressures on the water environment and therefore it is important to ensure we are considering such issues through the Local Plan and determination of planning applications. The aim of this policy is to conserve and, where possible, enhance water resources and the quality of the water environment, and to ensure that development does not present a risk to water supplies. Developments will need to satisfy all relevant criteria within this policy.
- 5.60 National planning policy considers water in a number of ways, including the importance of adequate infrastructure capacity and preventing water pollution. This policy needs to be read alongside other policies in the Local Plan that also consider these matters, including COM1 (Delivering Infrastructure) and ENV5 (Pollution). There is a range of evidence and policy already available from the Environment Agency and relevant water companies that serve the Borough. The Council has also prepared a Water Cycle Study to inform the Local Plan. Regard will need to be had to all this information when assessing compliance with this policy.
- 5.61 A significant proportion of Test Valley overlies chalk that is classified as a principal aquifer. There are a significant number of public and private abstractions, with groundwater in the Borough also very important in supplying the base flows to local rivers and supporting habitats. Taking this all into account, it is important to protect the yield and quality of groundwater resources.
- 5.62 The Borough lies within an area classed to be seriously water stressed by the Environment Agency. Water resources within Test Valley are largely identified as having restricted or no water availability at times of lower flows⁵⁵. Therefore, it is particularly important to carefully manage water, including through promoting the efficient use of water resources. There are a range of ways to design for greater water efficiency, including through the fixtures and fittings use, water reuse and recycling, rainwater harvesting and greywater recycling.

⁵⁵ Test and Itchen Abstraction Licensing Strategy, Environment Agency, 2019.

- 5.63 The specific means of securing the water efficiency design standards for new development will be kept under review as the plan progresses. Similar requirements are already in place through the adopted Local Plan, with the use of the Building Control process to ensure compliance with the requirements for new homes. However, the proposed standard set out in this policy is beyond the optional technical standard set out in the Planning Practice Guidance so it will need to be reviewed as to whether this remains appropriate or not. A higher requirement is justified based on the level of pressure on water resources, now and into the future.
- 5.64 For non-residential development, the BREEAM framework is used to assess water consumption design standards and compliance with this would be secured through a planning condition. Alternative approaches to securing the equivalent water efficiency designs standards will be considered by the Council, where supported by appropriate evidence. The policy does not currently include any water efficiency requirements for conversions of buildings – we may review the scope for this in the future. Retrofitting with water efficiency measures would be encouraged where this is compatible with other policy requirements.
- 5.65 Where technical or financial viability reasons present policy compliance in relation to water efficiency, it will be for the applicant to provide evidence to demonstrate why the relevant criterion cannot be met in full and the degree to which it is proposed to be met.
- 5.66 There is a range of legislation relating to the water environment, including the Water Framework Directive Regulations, which set out a need to give full consideration to the quality and quantity of ground and surface water bodies in order to prevent deterioration and support the attainment of the relevant environmental objectives. River Basin Management Plans (RBMPs) provide more detail on the objectives and proposed actions – the Council needs to have regard to the relevant RBMPs, including in determining planning applications. The current classification of water bodies in the Borough presents a mixed picture⁵⁶. The Council has a role in supporting the delivery of these objectives. It is essential that development does not cause deterioration in the status of water bodies. Where possible, schemes to enhance the status of the water bodies should be undertaken.
- 5.67 The Environment Agency has defined Groundwater Source Protection Zones across the Borough in order to protect water supply sources. When considering development proposals within these zones, the Council will

⁵⁶ More information is available through the Catchment Data Explorer at: <https://environment.data.gov.uk/catchment-planning>

assess the likely risk of harm to groundwater resources from pollution or other activities such as engineering works.

- 5.68 The policy requires that adequate infrastructure is in place to ensure that development does not risk having an adverse effect on the water environment. In some cases, development may need to be phased if existing infrastructure and treatment capacity is insufficient to meet the increased demand at the time. Where this infrastructure is provided through connection to the mains systems provided by water companies, it would be for the relevant water company to advise on the adequacy of capacity, rather than the Environment Agency.
- 5.69 Not all of the Borough has access to mains water supply or wastewater systems. In these circumstances regard will need to be given to the policies of the Environment Agency on connection to mains.

Policy CL4: Water Use and Management

Development should be designed to meet a higher level of water efficiency. In order to achieve this:

- a) All new homes (including replacement dwellings) are designed and built to achieve a water consumption standard of no more than 100 litres per person per day; and**
- b) All new non-residential developments of 500sqm or more are designed and built to achieve at least one credit through the BREEAM criterion for water consumption (reference Wat 01).**

This needs to be satisfied unless it can be demonstrated that it is not technically feasible or financially viable.

Additionally, development will be permitted provided that:

- c) It does not result in the deterioration of and, where possible, assists in improving water quality and be planned to support the attainment of the requirements of the Water Framework Directive Regulations;**
- d) It does not result in a risk to the yield and quality of groundwater within a principal aquifer, including groundwater source protection zones, and there is no risk to water supplies; and**

Prior to occupation, adequate water supply, surface water drainage, wastewater infrastructure and waste water treatment capacity is available, or can be made available, and connected to the nearest point of adequate capacity, to serve the development so as to avoid risks of adverse effects on the water environment.

Renewable and Low Carbon Energy

- 5.70 The provision of renewable and low carbon energy has a role to play in the transition towards net zero. National policies recognise the role of such technologies in enhancing energy security. This policy aims to facilitate and enable the supply of renewable and low carbon technologies and identify potentially suitable areas for specific technologies.
- 5.71 Renewable and low carbon energy proposals will include such schemes that form part of other developments (for example on new buildings), as well as free standing proposals. We would anticipate schemes for supporting infrastructure, such as substations, energy storage schemes and potentially decentralised energy proposals (such as heat networks) to come forward during the plan period.
- 5.72 The NPPF and Planning Practice Guidance provide detail on the proposed approach to renewable and low carbon technologies, with a recognition that plans should provide a positive strategy for such sources and should consider identifying suitable areas for such technologies. The Test Valley Renewable and Low Carbon Energy Study (2020) and supporting landscape sensitivity assessment have been prepared to inform the Council's approach to this matter.
- 5.73 This policy sets out the key considerations for the assessment of renewable and low carbon energy proposals, supporting infrastructure and energy storage schemes. However, all relevant policies in the Local Plan will be taken into account when determining planning applications for such proposals. There may also be additional planning considerations that are relevant to specific technologies or proposals.
- 5.74 In balancing planning matters, considerable weight will be given to the benefits of supporting the delivery of additional renewable and low carbon energy. This however does not automatically override environmental protections for example. Additionally, as set out in the policy, significant weight would be given to community led schemes.
- 5.75 Additional criteria are set out for wind energy developments, taking account of national policy and guidance. The maps that accompany this policy indicate the potentially suitable areas for wind energy proposals of different scales within the Borough. For wind energy developments of less than 25 metres in height the whole plan area has been identified. For wind energy developments with a height of 25 to 100 metres, these areas were identified through the Test Valley Renewable and Low Carbon Energy Study based on a desktop

assessment focusing on technical potential. Not all proposals in these locations will necessarily be supported when accounting for other considerations, including those set out in the policy criteria. The outputs of the landscape sensitivity assessment for wind energy proposals will also need to be taken into account in considering compliance with criterion a) of this policy.

- 5.76 As part of the consideration of implications on ecological receptors, regard will need to be given to potential implications on birds and bats. This includes the Barbastelle bats for which Mottisfont Bats Special Area of Conservation (SAC) is designated. As set out in policy BIO2 (International Nature Conservation Designations), a 7.5km zone around this designation has been identified relating to the main extent of functionally linked land associated with this designation. Additional guidance is available from Natural England on the consideration of bats for onshore wind proposals⁵⁷.
- 5.77 The policy criteria include the need to consider implications on local amenity and safety including fire safety. The Planning Practice Guidance encourages engagement with the local fire and rescue service for battery energy storage systems of 1 MWh or over (excluding those associated with a residential dwelling) prior to submitting planning application.
- 5.78 Arrangements will need to be put in place to indicate how sites will be restored or reinstated should the development cease to be operational. As part of this, regard would need to be had to any habitats that have been created in the interim period.
- 5.79 Applicants should be mindful that other permitting or consenting regimes may also apply for certain renewable and low carbon energy proposals. In these cases, consideration could be given to parallel tracking the applications or whether it may be appropriate to submit applications for other environmental permits in advance of planning applications.

Policy CL5: Renewable and Low Carbon Energy

Proposals for the delivery of renewable and low carbon energy and storage and the associated infrastructure will be supported subject to giving consideration to the following matters:

- a) The landscape character, settlement character and townscapes, visual amenity and where relevant designated / protected landscapes**

⁵⁷ At the time of writing, this included guidance from 2021 on survey, assessment and mitigation available at <https://www.nature.scot/doc/bats-and-onshore-wind-turbines-survey-assessment-and-mitigation>.

and their setting, for proposals alone and through cumulative effects with other proposals;

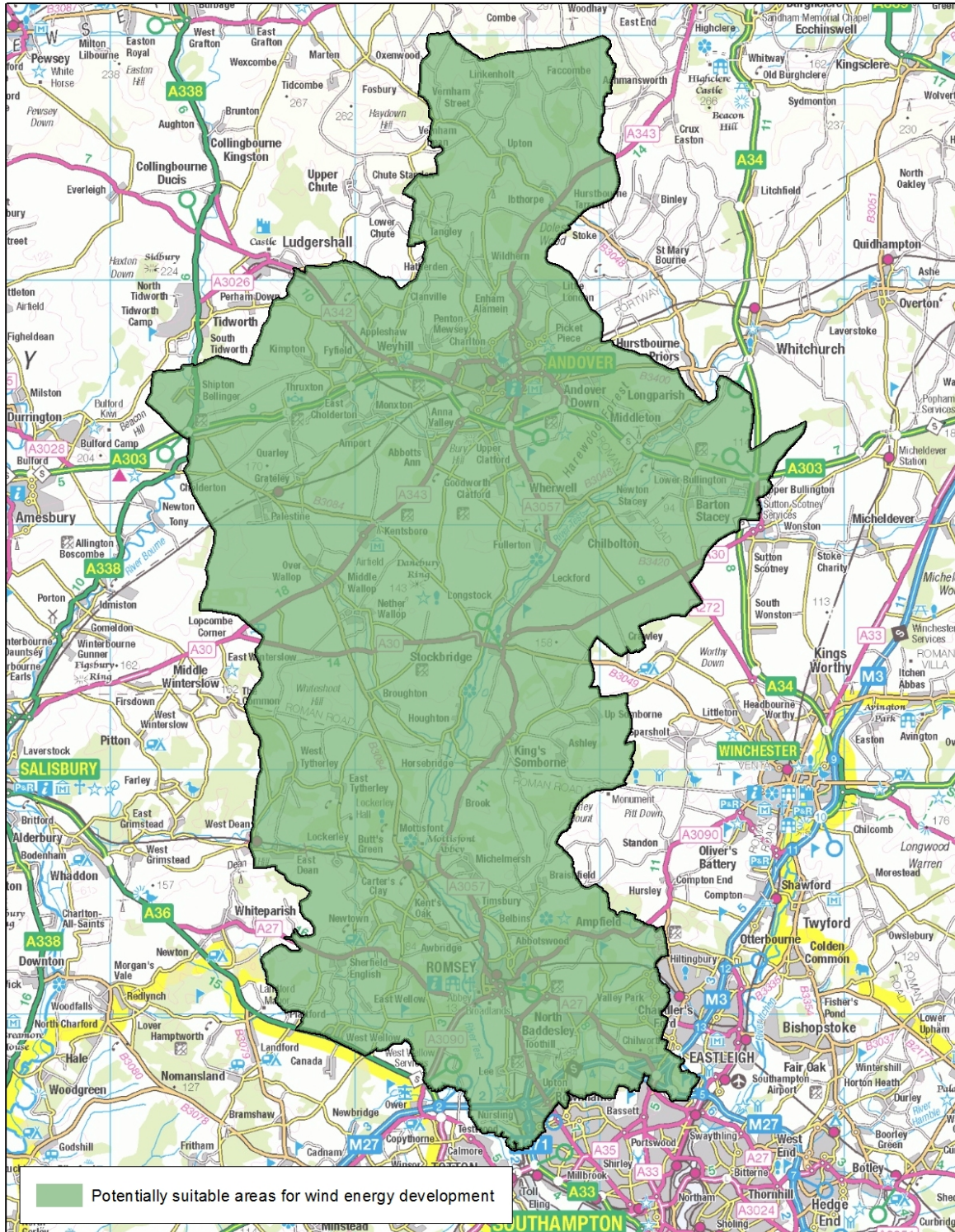
- b) Ecology, including designated biodiversity and geodiversity sites, priority habitats and species, irreplaceable habitats, trees and hedgerows;**
- c) The significance of designated and undesignated heritage assets (including their setting);**
- d) Water resources, water quality and flood risk;**
- e) Local amenity and safety considerations including air quality, noise, vibration, odour, shadow flicker and electronic interference;**
- f) The availability and use of best and most versatile agricultural land; and**
- g) Traffic arising from the construction, maintenance and decommissioning of the infrastructure and / or, where appropriate, the transportation of fuel.**

In addition, wind energy proposals will be supported where they:

- h) Are located in a potentially suitable area identified on the Policy Maps or in an area identified in a made Neighbourhood Plan, or are for the repowering or life extension of an existing wind turbine / wind farm; and**
- i) Avoid or adequately mitigate adverse impacts on radar and air navigational installations.**

All development proposals for renewable and low carbon energy should, as far as practical, provide for the site to be restored or reinstated to its former condition should the development cease to be operational.

Significant weight will be given to community led renewable and low carbon energy schemes.



Potentially suitable areas for wind energy developments with a tip height of less than 25 metres

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Potentially suitable areas for wind energy developments with a tip height of 25 to 60 metres

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Potentially suitable areas for wind energy developments with a tip height of 60 to 100 metres

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Our Communities

Introduction

- 5.80 The sustainability of our communities is linked to their ability of having access to facilities, services and amenities. The delivery of the right infrastructure at the right time will help to sustain and where possible, strengthen the sustainability of our communities and ensure lasting benefits are provided by new development for our communities.
- 5.81 The Local Plan 2040 will play a role in helping to provide and facilitate new infrastructure. The delivery of infrastructure is important to determine how places are shaped, the environment is enhanced and protected, and how quality of life in existing communities is maintained and improved. It also helps ensure that development has a positive effect on the social, natural and built environment.
- 5.82 This section includes an overarching infrastructure policy along with policy on resisting the loss of community services and facilities. These policies need to be considered alongside policies in other sections of the Local Plan.

Delivering Infrastructure

- 5.83 Infrastructure is used to describe facilities and services needed by people in order to meet their daily needs and ensure a good quality of life. This includes public infrastructure such as roads, cycle ways, footpaths, schools, leisure centres and areas for recreation. It also includes utilities such as supply and mains connections to water, drainage, electricity and telecommunications to homes and businesses.
- 5.84 New development places additional pressure on existing infrastructure therefore it needs to mitigate its impact. In other words, new development needs to contribute to providing greater capacity to existing infrastructure either through the delivery of new or enhancement to existing services and facilities.
- 5.85 The NPPF requires the Council to align infrastructure and growth by identifying and making sufficient provision for infrastructure to support development over the plan period and mitigate the impact of development.
- 5.86 This policy seeks to mitigate the impact of development and ensure development has a positive effect, including addressing climate change, and thus it is important that infrastructure is secured alongside development.

- 5.87 There are various types of infrastructure which between them maintain and enhance health and well-being, support climate resilience and enable social interaction. These are broadly grouped into the following categories.
- physical infrastructure that includes connectivity such as pedestrian and cycle routes, roads, telecommunications, electricity and water supply.
 - green infrastructure includes protecting and enhancing biodiversity, green spaces for recreation, access to the countryside, climate resilience and preserving the Borough's landscape.
 - social infrastructure extends to, but is not limited to, public spaces, play provision, sports and leisure facilities, education, community facilities and healthcare.
- 5.88 Of emerging importance is infrastructure that enables climate change to be addressed and carbon emissions to be reduced. Climate change is a key objective for the Local Plan 2040 and signals an evolving picture in the type of infrastructure that will be required as new technologies emerge and national policy on carbon reduction and neutrality is shaped. The Council will seek to secure infrastructure to help residents live more sustainable lives in combating climate change.
- 5.89 The provision of infrastructure has a role to play in protecting and enhancing Test Valley's unique landscape and features such as chalk streams, through the provision of green infrastructure.
- 5.90 The delivery of infrastructure can be provided through various means and a range of providers. Developers may be required to provide certain infrastructure directly, such as a community centre, on the development itself. In other cases, it may be appropriate for a financial contribution to be made to the Council to deliver or contribute to the enhancement of infrastructure locally, such as a leisure centre.
- 5.91 There are instances where some infrastructure providers will make provision themselves such as water and electricity supply companies. The Council is committed to working with these providers to understand their requirements and align their strategies and plans with the evidence underpinning the Borough's plans for growth and subsequent infrastructure requirements. However, there are other infrastructure providers that are unable to provide specific details on capacity of infrastructure until details of schemes are available at a later stage in the design of a scheme, for example at the planning application stage.

Delivering Infrastructure Requirements

- 5.92 This strategic policy sets out our approach to ensuring the timely delivery of appropriate infrastructure to mitigate the impact of development. It encompasses all types of infrastructure in all locations across the Borough. This includes types of infrastructure delivered on-site and off-site and those delivered either by the Council or other organisations through the use of developer contributions or other sources of funding.
- 5.93 Alongside on-site delivery of infrastructure and securing monies through developer contributions to deliver infrastructure, the Council charges a Community Infrastructure Levy (CIL). CIL is a locally set levy charged per square metre of net additional floor area of new development.
- 5.94 CIL charges vary depending on the type and location of development within the Borough. The purpose of CIL is to mitigate the impact of development or enable development to come forward. CIL will be used towards facilitating infrastructure in line with the Council's corporate priorities.
- 5.95 Development will need to provide for the necessary on-site infrastructure and where appropriate off-site infrastructure requirements. Reflecting the scale and nature of some types of infrastructure that the Council has secured, such as Suitable Alternative Natural Greenspace (SANG) land and public open space, the Council need to ensure the long-term maintenance and management are secured to ensure the benefit of the land remains available in the long term. The developer will need to factor these costs in.
- 5.96 Infrastructure will need to be phased in tandem with the progress of the build out of the development. This is to ensure that as the development comes into use and occupations increase, there is sufficient and appropriate infrastructure that meets their needs. Development should be phased to minimise disruption, particularly during the construction phase, to minimise the impact on neighbouring communities. Legal agreements will be used to secure infrastructure provision alongside the completion or occupation of phases of the development.
- 5.97 The Council has undertaken a viability assessment of all of the Local Plan 2040 policies to ensure the policies will not impact the viability of development and are deliverable. The Local Plan viability assessment takes into account the costs of delivering policy compliant schemes, including the cost of the land, and the sales values to estimate the overall percentage profit that would provide a reasonable return for the developer.

- 5.98 It is acknowledged that site viability may change, either positively or negatively, as development costs and values vary over time, and that some flexibility may be required, where viability can be demonstrated and is a constraint.
- 5.99 Some development sites, particularly larger sites, may be required to provide infrastructure of a scale and cost that may affect the viability of the development arising from abnormal costs as a result of extraordinary infrastructure requirements. Where a viability appraisal is submitted to demonstrate issues with viability, the Council will require this to be independently assessed, the cost of which will need to be covered by the applicant.
- 5.100 On new developments commercial community facilities, such as convenience stores, hot-food takeaways or public houses, may be provided. These facilities are important in ensuring the long-term sustainability of new communities. The Council expects local facilities to be developed in a comprehensive way, to reflect the commercial viability of the local area. Where new commercial community facilities are intended to be provided but due to poor commercial viability it is demonstrated that these facilities cannot be provided, alternative commercial community facilities should be provided. Once commercial community facilities have been explored on a site, if they are not found to be deliverable then that facility should be set aside for non-commercial community facilities. For example, some commercial community facilities in Test Valley, where there is a risk of closure due to poor commercial viability, have been taken on by local community or volunteer groups.
- 5.101 The Council has produced an Infrastructure Delivery Plan (IDP) which identifies the infrastructure required to support the Local Plan (2040). It sets out the borough's infrastructure requirements, as well as identifying the site-specific infrastructure needs for the strategic allocations identified in the Local Plan (2040). To inform this document, the Council has been working with infrastructure providers to identify the infrastructure needed to support the new development over the plan period (2020-2040). The IDP is a live document which will be updated prior to the Regulation 19 stage.

Policy COM1: Delivering Infrastructure

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

- a. Provide for the necessary on-site infrastructure requirements and off-site infrastructure requirements;**

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

Community Services and Facilities

- 5.102 Community services or facilities can support a local community by providing for some of the daily needs of residents and businesses. Any change to the quantity or range of services or facilities may have an impact on the sustainability of the settlement. This includes commercial and non-commercial facilities, including public houses, shops and cultural, leisure, religious or community facilities.
- 5.103 National policy emphasises the need for retention and development of accessible local services and community facilities, such as local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship⁵⁸. This is particularly important in a predominantly rural borough like Test Valley where local community facilities are valued and where their loss may be felt more acutely by the local population because of their limited availability. Although community services and facilities may need to adapt and modernise over time, such as through internal re-configurations to meet the changing needs of the community, they should be retained for the benefit of the community.
- 5.104 The sustainability of communities is supported by retaining the quantity and range of services needed to support residents and businesses, particularly so for rural communities. To support communities, the Council will resist the loss of facilities or services unless it can be demonstrated they are no longer viable in relation to facilities required to be run on a commercial basis, or the building is no longer suitable for the use (e.g. the specification of the building is no longer appropriate).
- 5.105 To demonstrate that the loss of a community facility is justified, the Council will require evidence to be submitted to justify how a proposed development would comply with at least one of the criteria in the policy. This will include details of how a site has been marketed for a minimum of 12 months, to demonstrate

⁵⁸ NPPF Dec 2023, paragraph 89

that it is not needed. The 12 months marketing period will apply from the point at which the property is advertised through a marketing agent. Marketing should be conducted through both local media at a minimum and efforts should be made to tailor marketing to those channels where exposure to potential available interest is maximised. It is expected that the premises, if empty, should be maintained in the same condition as the point at which it was vacated to maximise commercial attractiveness through marketing. This will need to be clearly demonstrated through the submission of marketing strategy and report.

- 5.106 The marketing approach should include engagement with local communities at the outset of the marketing period, including seeking interest from a range of local community organisations and groups to gauge interest in the premises. The marketing strategy and report will need to include how local communities have been engaged early in the marketing process.
- 5.107 Neighbourhood Development Plans may also have policies which seek to sustain existing community facilities. Through the Four-year (corporate) Plan 2023-27, the Council has undertaken a range of engagement sessions with communities to understand communities priorities. Community facilities play a crucial role within communities, enabling social inclusion, reducing loneliness and building social value which contributes to the sustainability and cohesion of communities. The Council is keen to support the provision of social, recreational and cultural services and facilities in the Borough.
- 5.108 In order to demonstrate that a building is no longer needed for the existing use, full details of why the existing building is not suitable and in demand will be required. This may include details of the previous bookings and usage of the facility including all requests for bookings.
- 5.109 The alternative community use described in criteria d) includes local shops, meeting places, sports venues, open space, cultural buildings, public houses and places of worship⁵⁹.

Policy COM2: Community Services and Facilities

⁵⁹ NPPF Dec 2023, paragraph 89

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

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

This will need to be demonstrated through the submission of evidence related to how the site has been marketed for a minimum of 12 months.

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

- d) Following engagement with the local community and potential users of the space that there is no longer a need for that facility for its existing use or another community use; or**
- e) The building can no longer provide suitable accommodation.**

Town Centres

Introduction

- 5.110 Across the Country, the role of town centres is changing, and the retail sector in particular is facing challenges. Shopping activity and retail businesses have been impacted by the pandemic but also a change in shopping behaviours. Andover and Romsey will need to adapt over the plan period in order to maintain their vitality and prosperity, and likely in different ways. A key opportunity for the Local Plan 2040 is to support the vibrancy and resilience of our town centres.
- 5.111 This section includes an overarching policy on ensuring main town uses such as retail and leisure uses, are located where they do not harm the viability of existing town centres. This policy sits alongside policies NA1-3 and SA1-3 as these seek to help guide and enable the regeneration process of Andover Town Centre and South of Romsey over the lifetime of the plan whilst also identifying primary shopping areas for these town centres.

Main Town Centre Uses

- 5.112 The NPPF sets out the importance of the vitality and viability of town centres, and the need for planning policies that support the role that town centres play at the heart of local communities. Planning policies should take a positive approach to the growth of town centres, their management, and their adaptation. This policy, therefore, seeks to ensure that the Borough's town centres remain viable and to ensure their vitality by offering the most appropriate mix of uses.
- 5.113 The policy requires proposals for main town centre uses⁶⁰ located outside of the identified town centres, to be permitted only where it is demonstrated, through a Sequential and / or Impact Assessment, that the proposal will not lead to a significant adverse impact on the town centre.
- 5.114 It is considered that the Sequential Test and Impact Assessment thresholds set out in the NPPF are not appropriate for Test Valley, as they do not reflect

⁶⁰ Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities)."

the size of the retail centres or settlements in the Borough. The existing Adopted Local Plan policy requirements, based on the NLP 2012 Retail Study, were set taking account of local circumstances, particularly the roles of Andover and Romsey.

5.2 The policy requires proposals for main town centre uses⁶¹ (comprising: Retail development (including warehouse clubs and factory outlet centres); leisure, entertainment and more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, nightclubs, casinos, health and fitness centres, indoor bowling centres and bingo halls); offices; and arts, culture and tourism development (including theatres, museums, galleries and concert halls, hotels and conference facilities); located outside of the identified town centres, to be permitted only where it is demonstrated, through a Sequential and / or Impact Assessment, that the proposal will not lead to a significant adverse impact on the town centre.

5.115 The Council had a Retail Capacity and Leisure Study undertaken in 2018, however, it is acknowledged that reflecting the global covid pandemic and changes in shopping behaviours since this study was undertaken, the nature of town centres and how they function has changed. It is considered this evidence requires a review before the Regulation 19 Stage of the Local Plan. Until this review of the evidence is undertaken, the Council has used the current policy requirements in the draft policy, at this stage.

5.116 The policy provides guidance on what is appropriate for implementing the Sequential Test and Impact Assessments in the Borough, with evidenced, locally set floorspace thresholds. With regards to the Sequential Test, the policy requires proposals for main town centre uses outside the town centre boundaries of Andover and Romsey with a gross floorspace exceeding 280sqm to comply with a Sequential Test.

5.117 A Sequential Test is a hierarchy which states that main town centre uses should be located in town centres, then in well connected, edge of centre locations; and only if suitable sites are not available (or expected to become available within a reasonable period) should out of centre sites be considered.

5.118 In addition, proposals for retail and leisure development with a gross floorspace exceeding 1,000sqm outside the town centre boundaries of

Andover and Romsey will need to be supported by an Impact Assessment to ensure the proposal will have no significant adverse impact on the town centre. Lastly, in all other areas, an Impact Assessment is also required for retail and leisure proposals for 500sqm or more.

- 5.119 An Impact Assessment should include assessment of the impact of the proposal on existing, committed and planned public and private investment in a centre or centres in the catchment area of the proposal; and the impact of the proposal on town centre vitality and viability, including local consumer choice and trade in the town centre and the wider retail catchment, as applicable to the scale of the scheme.

Policy TC1: Main Town Centre Uses (Sequential Test and Impact Assessment)

Proposals for main town centre uses outside the town centre boundaries of Andover and Romsey with a gross floorspace exceeding 280sqm will be supported provided they have satisfactorily complied with a Sequential Test.

Proposals for retail and leisure developments with a gross floorspace exceeding 1,000sqm, outside the town centre boundaries of Andover and Romsey, but within the Andover and Romsey settlement boundary, will be permitted where the application is supported by an Impact Assessment which provides clear evidence that the proposal will not lead to a significant adverse impact on the centre.

In all other areas, an Impact Assessment will be required for retail and leisure proposals of 500sqm or more.

Built, Historic and Natural Environment

Introduction

- 5.120 Our community place great value on the protection and enhancement of the Borough's environment including our landscape, and countryside. Test Valley's built and natural environment is rich and varied, with parts of the Borough being of international wildlife importance, national landscape importance and important heritage value.
- 5.121 Central to the Local Plan 2040 is to conserve and enhance our environment and is key to the delivery of the environmental objective in achieving sustainable development. Ensuring high environmental standards and addressing wider environmental concerns, particularly in relation to climate change, cuts across the whole of the Local Plan 2040.
- 5.122 The built, historic and natural environment within Test Valley Borough is highly valued by our communities. Our rich and varied heritage, landscape, culture and ecology make the Borough a very attractive place to live, visit and work, and the conservation and enhancement of the environment is an overarching objective of the plan. The Council's Four-year (corporate) Plan 2023-27 strongly supports this theme too, recognising the importance of the character, identity and quality of our towns and more rural settlements for communities and their aspirations for the future, as well as for day to day life in the Borough.
- 5.123 A range of policies are set out within this theme addressing the historic environment and heritage assets, landscape character, local gaps, pollution, lighting and amenity. They should be considered alongside policies in other sections of the plan, particularly on design, town centres, biodiversity and climate change.

The Historic Environment

- 5.124 The aim of this strategic policy is to conserve and enhance the varied and unique historic environment of the Borough, for current and future generations to enjoy. It sets out a positive strategy for dealing with applications that affect the historic environment, to ensure its conservation and enhancement, including designated heritage assets, our known and unknown archaeological sites and remains, and our many other non-designated heritage assets. The National Planning Policy Framework (paragraph 189-208) requires local planning authorities to set clear and positive policies for the conservation and

enjoyment of heritage assets in their areas, including heritage that may be at risk through neglect, decay or other threats.

- 5.125 The historic environment is greatly valued by our residents and visitors alike and is important to our economy, enhancing the Borough's attractiveness for economic development, including tourism and leisure. It helps to support local employment and can add value to regeneration projects. It makes our towns, villages and countryside more interesting, attractive and locally distinctive.
- 5.126 The Council will seek to protect and enhance the historic environment in a range of ways, such as through our town centre regeneration work in Andover and Romsey, the management of our historic assets, the promotion of tourism and through countryside and other projects and policies. The NPPF gives great weight to the conservation of designated heritage assets, including their settings, and the Local Plan firmly identifies the historic environment as one of the Borough's most precious assets through its vision, objectives and policies.

What is a Heritage Asset?

- 5.127 A heritage asset comprises a building, monument, site, place, area or landscape that has a degree of significance associated with its heritage interest, age and character. Heritage assets of all kinds contribute to our landscapes, settlements and places, enhancing local and wider views, skylines and enriching quality of life in the Borough.
- 5.128 The historic environment incorporates a wide range of heritage assets, including buildings, features or groups of buildings (which may also be listed buildings⁶²), parks and gardens, conservation areas, historic landscapes and features, above and below ground archaeology, scheduled monuments and registered parks and gardens. It can include street furniture, signage, trees and structures that are of age and character. Heritage assets are finite and irreplaceable. They should be conserved for existing and future generations to enjoy.
- 5.129 The Council's Heritage Topic paper will explain the local plan approach to heritage and will help to demonstrate that the plan has a holistic approach and positive strategy for the conservation & enhancement of the historic environment. It will include the evidence base and relevant issues and opportunities, such as heritage at risk, and conservation area appraisals. The paper will include crossover between areas of change and the historic

⁶² Listed Buildings are identified through Historic England for their special architectural and historic interest. They are designated heritage assets which have additional protection under the planning system.

environment, e.g. any site allocations that affect heritage assets or town centre regeneration areas with the potential to incorporate enhancements to heritage assets or their settings.

5.130 Heritage assets may be either designated, or non designated, as described in policy guidance and the NPPF. There are 38 conservation areas⁶³ within Test Valley, 2243 listed buildings (23 Grade I listed buildings⁶⁴, a further 98 Grade II*⁶⁵, and 2122 at Grade II⁵ and 8 registered historic parks and gardens⁶⁶ (3 Grade II* and 5 Grade II). There are 96 Scheduled Monuments⁶⁷ scattered throughout the Borough and ten heritage assets that are considered at risk⁶⁸. In addition to these designated heritage assets, the Borough also has a varied mix of non-designated heritage assets, which have a degree of significance for planning decision making under the provisions of the NPPF.

Policy ENV1: Historic Environment

The Council will take positive steps to preserve and enhance the Borough's historic environment and heritage assets and to enrich understanding and appreciation of heritage in the Borough through:

- a) development management in accordance with national policy and legislation; and**
- b) the care and management of the Borough's heritage assets, including those assets that are deemed to be 'at risk'; and**
- c) identifying, preserving and enhancing non-designated heritage assets; and**
- d) preparing, adopting and where needed updating Conservation Area Appraisals; and**
- e) relevant regeneration, countryside, tourism and other projects that connect with or in some way affect the Borough's heritage assets.**

Development affecting Heritage Assets

⁶³ Conservation Areas are designated heritage assets. They are defined areas that have special architectural and historic interest and where extra planning controls and considerations are in place to protect the historic and architectural elements which make them special.

⁶⁴ **Grade I** – Grade I buildings are of exceptional interest, sometimes considered to be internationally important; only 2.5% of listed buildings are Grade I

⁶⁵ **Grade II*** – Grade II* buildings are particularly important of more than special interest; 5.5% of listed buildings are Grade II*

⁵ **Grade II** – Grade II buildings are nationally important and of special interest; 92% of all listed buildings are in this grade.

⁶⁶ Registered Historic Parks and Gardens are designed landscapes of note which are subject to additional protection. They are designated heritage assets.

⁶⁷ Scheduled Monuments are designated and nationally important archaeological sites. They are designated heritage assets.

⁶⁸ Sites identified on the Historic England Heritage at Risk Register

5.127 The aim of this non-strategic policy is to ensure that proposals protect, conserve and enhance the significance of designated and non designated heritage assets, including archaeological resources. The more important or significant the asset, the greater the weight to be given to measures to ensure its conservation. Any harm to, or loss of, the significance of a designated heritage asset (as a result of alteration, demolition, change of use, or development taking place within its setting) will not be supported without very clear and convincing justification under the provisions of the policy.⁶⁹ The policy confirms that substantial harm to assets of the highest significance would be wholly exceptional. The policy will be applied in conjunction with the Strategic Historic Environment Policy and all other pertinent policies in the plan.

Understanding the Significance of Heritage Assets

5.128 Key to the sympathetic management of heritage assets is a clear understanding of the assets themselves, their significance and the context in which they exist. The policy requires all proposals that may affect a designated or non-designated heritage asset to be supported by proportionate evidence to demonstrate impact on the significance of the asset. To demonstrate understanding of the significance of a heritage asset, the policy confirms that the Council will expect the following to be carried out:

- an analysis of the asset to establish their historic, architectural, artistic and archaeological interest, both as a whole and in respect of the specific parts affected by the proposal;
- an assessment, where appropriate, of the contribution made by the setting of the asset to its significance;
- a demonstration that the assessment has informed the proposed use of the heritage asset and that this is compatible with its conservation;
- the proposed detailed design, scale, layout, materials and architectural or historical features will be appropriate and sympathetic.

5.129 The assessment must be proportionate to the importance of the asset and sufficient to understand the potential impact of the proposal. Where an asset is to be lost, either wholly or in part, it will be expected that its significance will be recorded in a manner proportionate to its importance and impact.

5.130 For proposals that may have an impact on heritage assets, early discussions on proposals, before the submission of a planning, conservation area, or

⁶⁹ <https://www.gov.uk/guidance/national-planning-policy-framework/16-conserving-and-enhancing-the-historic-environment>

listed building application, can be extremely helpful. This may also assist in avoiding costly work at a later stage in the process.

- 5.131 All proposals that may affect a heritage asset should demonstrate how a positive contribution will be made to conserving and enhancing, or better revealing its significance. High quality design can help to achieve this.
- 5.132 Proposals must also consider whether any potential harm to the asset would amount to total loss, substantial harm, or less than substantial harm to its significance, in line with the guidance set out in the NPPF and NPPG. To do this effectively, the significance of the heritage asset must be sufficiently understood in the first instance.
- 5.133 The setting of any heritage asset is often essential to its character. The setting can be the immediate surroundings but may often include land some distance away, where the context of the heritage asset can be appreciated and enjoyed. Insensitive development or changes to the landscape can affect the significance of the asset and the ability to appreciate it within its surroundings. Proposals for development will need to address their impact on the setting and seek to preserve those elements that make a positive contribution to its significance. In considering such proposals, the Council has a statutory duty to consider the impact of development on the setting of the heritage asset.

The historic environment, energy efficiency and renewable resources

- 5.134 Retrofitting measures to existing buildings to improve their energy efficiency and adaptability to climate change, including the appropriate incorporation of micro renewables, is encouraged by Local Plan Policy (Policy CL1: Countering Climate Change) and NPPF guidance. Opportunities for the retention and retrofitting of existing buildings that are heritage assets should be carefully explored. The Council will seek to encourage and enable the sensitive retrofitting of energy efficiency measures and appropriate use of micro-renewables in historic buildings (including listed buildings and buildings of solid wall or traditional construction) and conservation areas, whilst safeguarding the special characteristics of these heritage assets for the future. Such proposals will be considered against national planning policy, local plan policies and relevant legal requirements. Historic England provide a range of useful technical guidance on how this might be achieved sensitively in and around historic buildings and structures.⁷⁰

⁷⁰ <https://historicengland.org.uk/advice/technical-advice/retrofit-and-energy-efficiency-in-historicbuildings/>

5.135 The policy sets out how the Council will approach proposals for different types of heritage asset. The following are covered by the policy.

Listed Buildings

- 5.136 There are over 2240 listed buildings across the Borough, including many churches, houses and cottages, barns, pubs, structures, bridges and monuments. They vary enormously in their scale, type, character, use and construction and are nationally listed to mark and celebrate their special architectural and historic interest. Larger examples include Romsey Abbey, Mottisfont Abbey, Broadlands and Andover Guildhall. Listed building consent is required for any alteration to the interior or exterior of any listed building that would affect its character as a building of special architectural or historic interest. This includes proposals affecting the fabric or plan form as well as architectural details, both internally and externally.
- 5.137 The Council will seek to preserve listed buildings and/or their settings and any historic features of interest, in accordance with National policy and legislation. The policy recognises that some change may be necessary to ensure the heritage asset can continue to be used and retained for its current use, or for an alternative appropriate use that is compatible with conserving its significance. However, such changes will need to be undertaken sensitively, after fully recording, understanding and appreciating the significance of the heritage asset.
- 5.138 Proposals for listed buildings should consider the impact of development (including changes of use) on the fabric and interior of the building and its setting. The nature of the proposals and their effect on the historic character of the asset should be clearly illustrated in a proportionate supporting Heritage Statement.
- 5.139 The Heritage Statement should describe the significance of the asset, using appropriate references such as the Historic Environment Record⁷¹ and set out the impact of development on the significance of the asset and its setting. The statement should demonstrate how the development has been designed to better reveal or conserve the heritage asset, or where this is not possible, show that any adverse impact will be avoided. Only where this is not achievable, should the statement set out how the impact can be

⁷¹ The Historic Environment Record is an extensive resource maintained by Hampshire County Council.

www.hants.gov.uk/landplanningandenvironment/environment/historicenvironment/historicenvironmentrecord

minimised or mitigated. In the event there may be residual harm, the public benefits of the development should be clearly demonstrated to outweigh this identified harm.

- 5.140 Development can have a significant impact on a heritage asset as a result of poor design which has not taken account of the significance of it, for example, through appreciating the historic character, fabric or pattern of development. Even small additions or alterations may be inappropriate where they do not complement the existing appearance, materials or quality of finishes, or result in the loss of features or elements that contribute to the historic significance and character. This is the case for both external and internal additions and alterations. The use of traditional, local materials and building techniques, where appropriate, would help minimise the impact on the asset.
- 5.141 Proposals which would cause substantial harm to, or the total loss of, a listed building or structure will be refused unless it can be clearly demonstrated, in wholly exceptional circumstances, that such a proposal would provide substantial public benefits which would outweigh the harm caused to the listed building/heritage asset, to accord with the Historic Environment Policy and NPPF.

Conservation Areas

- 5.142 Conservation areas are designated areas of special architectural or historic interest, under the Planning (Listed Buildings and Conservation Areas) Act 1990. There are 38 conservation areas in the Borough, 14 of which have a character appraisal in place.
- 5.143 The special character of each Conservation Area may be identified through the Conservation Area Appraisal, and new development should be assessed with regard to the relevant appraisal, map and/or management plan. There is a strong presumption in favour of retaining features which make a positive contribution to the character or appearance of a Conservation Area, including buildings, groups of buildings and their relationship to one another, historic street patterns, trees, architectural details and other features. However, it is recognised that not all elements of a Conservation Area contribute to its significance.
- 5.144 For development within a Conservation Area, or its setting, the Council will require detailed plans showing elevations, materials and the relationship with neighbouring buildings, spaces and landscape features, including trees. Outline planning applications for new development within a Conservation

Area would not usually be supported, as a full application would normally be required to fully demonstrate and detail the proposals and their impact.

- 5.145 When considering proposals for development in conservation areas, the Council will require that the layout, form, scale, massing, density, roofscape and external appearance of the proposal to conserve and enhance its specific historic and architectural interest and setting. If the opportunity exists to remove features that may have a negative impact on the conservation area, then these should be fully explored. It will be necessary to show the proposed development in context with its surroundings, through supporting evidence and plans.
- 5.146 Proposals involving demolition within a Conservation Area will not normally be permitted. However, it is recognised that not all buildings will contribute positively to the significance of a Conservation Area, as a designated heritage asset. The Council will support proposals which would result in enhancement of the asset and its setting, through the alteration or replacement of those buildings which do not make a positive contribution. In such instances, strong justification would be required, including clear proposals for the future use of the land. When permitted, demolition will be subject to conditions and/or a planning obligation to ensure that work does not take place until a satisfactory form of contract has been entered into for redevelopment, including a timescale for the demolition and construction works.
- 5.147 In those cases where the building makes a positive contribution to the significance of the conservation area, demolition would not be supported unless robust justification is provided to demonstrate that substantial public benefits will outweigh any harm to the designated heritage asset.

Scheduled Monuments

- 5.148 Scheduled Monuments are designated heritage assets, usually comprising archaeological features or structures, such as earthworks, hillforts, barrows, roman roads and remains and archaeological sites containing irreplaceable information about our past archaeological remains and features. There are over 90 in the Borough, including Danebury Hill camp and Bury Hill camp. They are features of our historic landscape and offer significant resources for future research. The overriding objective is therefore to preserve 'in-situ' all sites of known or suspected archaeological importance.
- 5.149 The setting of Scheduled Monuments is often essential to their character. Insensitive development or changes to the landscape can affect their significance and the ability to appreciate them within their surroundings.

Registered Parks and Gardens (RPG)

- 5.150 Registered Parks and Gardens (RPG) are designated heritage assets. Within the Borough there are 8 entries on Historic England's 'Register of Parks and Gardens of Special Historic Interest in England', including Broadlands Park, Mottisfont Abbey Park and Garden and Ampport House Park. The Register is a material consideration in the determination of planning applications and the significance of registered parks and gardens must be taken into account when considering any proposed development that may affect the RPG site or its setting.
- 5.151 Other parks and gardens, although not included in the Register, are locally important and valuable to residents, including those on the Hampshire Garden Trust Inventory of Historic Parks, Gardens and Public Green Spaces. However, for the purposes of the policy and NPPF, these sites comprise non designated heritage assets.

Assessing Harm to Heritage Assets

- 5.152 When assessing what constitutes 'harm' to a heritage asset, the NPPF⁷² categorises harm into three areas: substantial harm; less than substantial harm; and no harm. Substantial harm to assets of highest significance, namely scheduled monuments, grade I and II* listed buildings, and grade I and II* registered parks and gardens in the Borough should be considered to be wholly exceptional. Substantial harm to grade II listed buildings, or grade II registered parks or gardens, would be exceptional.
- 5.153 The harm or loss of part, or whole, of a heritage asset will need to be fully justified recognising that they are irreplaceable and should always be retained wherever possible and feasible. Where a proposal would result in the substantial harm or loss of a designated heritage asset, the Council will require robust evidence that there are considerable public benefits to justify any loss, or that there are no other mechanisms for supporting the retention of the asset. The merits of an alternative use may be considered where this would retain the asset, providing it would not result in the loss of its important elements.

⁷² NPPF Dec 2023 paragraphs 199 – 208 i

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- 5.154 It should be noted that the condition of a historic building, structure or other heritage asset, resulting from deliberate damage and neglect will not be taken into account when assessing proposals.
- 5.155 To maintain and advance understanding and the recording of heritage assets and their significance, where there is to be permanent loss or harm to a heritage asset, the Council will require a proportionate record to be produced and made publicly available via the Hampshire Historic Environment Record, at Hampshire County Council¹³.

Non Designated Heritage Assets

- 5.156 Non designated heritage assets may include buildings, spaces, parks and gardens, landscapes and cemeteries, archaeological sites and many other features that do not have statutory protection or designation, but which have a degree of heritage significance, due to their age, history and character. They may include non-listed buildings, locally listed buildings, landscapes and non scheduled archaeological remains. Examples might include Edwardian and Victorian terraces in our towns and villages, shops, schools, walls or structures of age and character, older industrial and farm buildings, barns, and archaeological or earthwork features that are not formally designated or scheduled. These assets and features play an important role in defining and enhancing the historic character, landscape and distinctiveness of an area. They may still have national, local or regional significance.
- 5.157 Non designated heritage assets are a material consideration in the planning process. Where development affects a non-designated heritage asset, or would result in its demolition or loss, a balanced judgement on the acceptability of the proposal will be made, having regard to the scale of any harm or loss and the significance of the heritage asset. The evidence submitted should be appropriately detailed and proportionate to the asset's importance. The Historic Environment Record is a useful source of information for establishing the significance of heritage assets. The merits of any proposal would need to be assessed against any harm or loss to the significance of the asset.
- 5.158 The landscape of the Borough is also considered a historic asset. It has evolved through past processes and activities, including agricultural practices, historic transport routes, old earthworks and industrial activities, which all contribute to the unique character of our countryside and settlements. Hampshire County Council has produced an Historic Landscape Assessment which identifies historic landscape types. The

impact of development on the characteristics of the historic landscape will need to be taken into account.

- 5.159 The Test Valley Borough Landscape Character Assessment (2018) (LCA) sets out the Character Areas in the Borough which provides further evidence on where historic landscapes are in the Borough. The Hampshire Garden Trust Inventory of Historic Parks, Gardens and Public Green Spaces lists a range of green sites, parks and gardens that comprise non designated heritage assets. Many Neighbourhood Plans also provide important and localised evidence of heritage assets and local character.

Archaeology

- 5.160 The policy makes provision for the protection and conservation of archaeology. It seeks to ensure that every opportunity for increasing understanding of archaeological resources and their significance is taken when new development has the potential to disturb known or unknown archaeological sites.
- 5.161 The NPPF requires applications to describe heritage significance in order to help local planning authorities make decisions on the impact of proposals. It explores the assessment of the significance of heritage assets as part of a staged approach to decision-making. It also describes the relationship with archaeological desk-based assessments and field evaluations.
- 5.162 Archaeological sites may not necessarily have statutory protection and may comprise undesignated heritage assets that have heritage interest. They are a material planning consideration when relevant planning applications are determined. The NPPF states that non designated heritage assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered subject to the policies for designated heritage assets.
- 5.163 Proposals will need to demonstrate that any development has been sensitively located and designed, and that appropriate provision has been made for ensuring the preservation in situ and on-going management, conservation and protection of above or below ground heritage. The submission of an appropriate desk based assessment of the heritage asset, and where necessary, a field evaluation, may be required to inform this process.
- 5.164 The Council may require an assessment of the archaeological potential of a site during the determination of a planning application and may also secure

a Written Scheme of Inspection (WSI) through a planning condition, where a development may potentially affect an archaeological site.

- 5.165 Where the local planning authority is satisfied that the preservation in situ of archaeological remains is not possible or desirable, the applicant will need to demonstrate that satisfactory provision has been made for a programme of archaeological investigation, excavation and recording before, or during, development and for the subsequent publication of any findings. Following the completion of any archaeological work on site, an academic report will be produced detailing any findings, which must be submitted to the Hampshire Historic Environment Record, at Hampshire County Council.
- 5.166 A small minority of landscapes may be so sensitive that any alteration or addition would result in harm to the significance of the historic asset, particularly where there is a high level of archaeological interest.
- 5.167 In some cases, heritage and archaeology may offer opportunities for history to be positively incorporated into the design and layout of a development and for the local community to engage with any findings. Such sites may become designated heritage assets. More significant archaeological features (such as long barrows or burial mounds) may sometimes be included within public open space, provided that they do not conflict with the purpose of that space. The developer or landowner will be required to provide for the long-term management of the resource if they maintain ownership of the land, or the Council will be responsible for the long-term management if the site is transferred into its ownership. This might be secured through a S106 agreement with an appropriate commuted sum payment negotiated on a case by case basis.

Policy ENV2: Development affecting Heritage Assets

- 1. Proposals that affect a designated or non designated heritage asset will be permitted where they:**
 - a) conserve or enhance the significance or special interest of the asset, including the contribution made by its setting; and**
 - b) are supported by clear evidence to demonstrate their potential heritage impacts. This evidence shall be proportionate to the development and significance or special interest of the asset and will:**

- (i) describe and assess the significance of the asset, including its setting, to determine its architectural, historical, artistic or archaeological interest;
- (ii) identify the impact of the proposed works on the significance and special character of the asset, including its setting; and
- (iii) provide a clear justification for the works, especially if these would harm the significance of the asset, including its setting, so that the harm can be weighed against public benefits.

For all designated heritage assets:

2. Applications for development that may affect any designated heritage asset must demonstrate:
 - a) how the proposal would preserve or enhance the significance of the asset, including with regard to matters such as setting, detailed design, siting, scale, height, form and layout, materials, finishes (including colour, composition and texture), character (including any historical or cultural associations), appearance and key views (into and within the heritage asset). Proposals should employ high quality design and should always seek to avoid harm to the significance of the heritage asset;
 - b) where the proposal would result in less than substantial harm to the asset, the public benefits of the proposal, including how such benefits would outweigh any harm and, where appropriate, how the proposal would secure the optimal viable use of the asset;
 - c) where the proposal would result in substantial harm to, or total loss of significance of, the asset, justification for why such harm or loss* is necessary to achieve substantial public benefits that outweigh that harm or loss, and all of the following apply:
 - (i) no viable use of the heritage asset itself can be found in the medium term through appropriate marketing that will enable its conservation; and
 - (ii) the nature of the heritage asset prevents all reasonable uses of the site; and
 - (iii) conservation by grant-funding or some form of charitable or public ownership is demonstrably not possible; and

- (iv) the harm or loss is outweighed by the benefit of bringing the site back into use. (*substantial harm or loss to Grade II listed buildings or Grade II registered parks or gardens should be exceptional and wholly exceptional to assets of the highest significance); and

For Listed Buildings:

3. Proposals to extend or alter the fabric or layout of a listed building will sympathetically preserve, enhance or better reveal any features or spaces of special architectural or historic interest. Proposals will be of well considered design and will be sufficiently detailed to demonstrate the preservation or enhancement of the significance of the asset.

For Conservation Areas:

4. Proposals for development within a conservation area, and/or within the setting of a conservation area, will preserve or enhance the historic significance, special interest, character or appearance of the conservation area and its setting, including with regard to any spaces, boundaries, buildings, structures, features, street patterns, views, vistas, street scenes, skylines, uses and trees which contribute to the special interest, character or appearance of the conservation area. Regard should be had to the relevant conservation area character appraisal. Where relevant and practical, features which have a negative impact on the character and appearance of the Conservation Area should be removed.

For Registered Parks and Gardens:

5. Proposals for development within a Registered Park and Garden, and/or within its setting, will preserve or enhance the historic significance, special interest, character or appearance of the Registered Park and Garden, including with regard to landscape, trees, spaces, boundaries, buildings and structures, features, views, vistas, and skylines.

Non Designated Heritage Assets:

6. Proposals that may affect a non designated heritage asset or that will result in their demolition or loss will be assessed with regard to the scale of any harm (substantial or less than substantial) or loss, to enable a balanced judgment to be made on the acceptability of the proposal against the significance of the asset. There will be a

presumption in favour of the retention of non designated heritage assets, but regard will be had to the scale of any harm or loss and the significance of the heritage asset. Any special features which contribute to an asset's significance should be retained and/or reinstated, where possible. Non designated assets of archaeological interest, which are demonstrably of equivalent significance to scheduled monuments, should be considered as designated heritage assets.

Archaeological Resources:

7. Development affecting archaeological remains, whether known or potential, designated or non designated, should take every practical and reasonable step to protect and, where possible, enhance their significance. Proposals will be supported where they conserve and protect archaeological resources. Great weight will be given to the conservation of the archaeological and historic interest of Scheduled Monuments, including the contribution made by their settings to their significance. Proposals that are likely to affect a site of known or potential archaeological interest, will be required to provide an appropriate desk-based assessment, and where necessary field evaluation. The applicant will be responsible for making appropriate provision for archaeological investigation, recording, analysis and publication as appropriate, where the loss of a heritage asset with archaeological interest is considered acceptable.

Protect and Enhance the Landscape Character of the Borough

5.168 This strategic policy seeks to protect and enhance the landscape character of the Borough by guiding development and the appropriate landscape mitigation, management and enhancement. Landscape character and setting is important within and around our settlements as well as in more rural areas of the Borough and the open countryside.

5.169 The Borough of Test Valley is predominantly rural, and includes a rich variety of landscapes, topography and settlements. It includes Nationally designated landscapes in the North Wessex Downs Area of Outstanding Natural Beauty (AONB)⁷³ to the north and the New Forest National Park to the south. Undulating chalk downland, woodlands and heathlands, chalk

⁷³ Referred to as the North Wessex Downs National Landscape

streams, rivers and valleys (including the Test, Anton and their tributaries) are all prominent and valued features of the Borough's landscape.

5.170 The NPPF⁷⁴ states planning policies and decisions should contribute to and enhance the natural and local environment. This includes protecting and enhancing our valued landscapes, whilst recognising the intrinsic character and beauty of the countryside. Greatest weight should be given to conserving and enhancing landscape and scenic beauty of valued landscapes within Nationally designated landscapes: National Parks and Areas of Outstanding Natural Beauty (referred to as National Landscapes), including the New Forest National Park⁷⁵ and North Wessex Downs National Landscape, which have the highest status of protection.

5.171 The setting of these nationally important landscapes needs to be taken account of when assessing proposals for development outside of these designated areas. Proposals that will result in an adverse impact on the National Landscape or National Park and their settings, taking into account any mitigation proposed, will not be supported. Appropriate regard and weight must be given to the Management Plans and adopted Strategies for the National Park and National Landscape⁷⁶.

5.172 The updated Test Valley Borough Landscape Character Assessment (2018) (LCA) provides a detailed assessment of the varied local landscapes across the Borough, describing twelve landscape character types (LCTs), which are sub-divided into landscape character areas (LCAs), based on variations in the natural environment, soils, drainage and topography, history, settlement pattern and land use. Understanding the unique landscape setting, as described for each of these Character Areas, is important in ensuring that new development sits comfortably and well within the landscape. The landscape character area guidelines should inform development proposals within that landscape character type. Other useful local evidence would include Neighbourhood Plans, Conservation Area Character Assessments, Village Design Statements and local Design Codes.

5.173 Landscape Assessments play a very important role in enabling the full and careful assessment of the landscape impact of proposed development. A proportionate Landscape Assessment such as an LVA or LVIA should be submitted in support of proposals that have the potential to impact the wider

⁷⁴ NPPF Dec 2023 paragraph 180

⁷⁵ The New Forest National Park Authority is the planning authority for that part of the National Park designation which falls within Test Valley Borough.

⁷⁶ New Forest Partnership Plan 2022-2027 and North Wessex Downs Area of Outstanding Natural Beauty Management Plan 2019-2024

landscape character and views within and into the Borough. Assessments should seek to inform appropriate development and mitigation.

- 5.174 The policy seeks to conserve and enhance the qualities, character, appearance and distinctiveness of the landscape, and protect it from harmful impacts, taking into account views, landscape value, character and context. Landscape mitigation may be necessary with proposals to protect landscape character. The restoration and enhancement of landscapes and biodiversity enhancement are also required by this policy, wherever such opportunities exist. The policy will be applied with and alongside the lighting, biodiversity, tree and green infrastructure, design and climate change policies in the plan.
- 5.175 The policy criteria require the health and future needs of existing landscape features, such as trees, watercourses and hedges, to not be prejudiced or compromised by proposed development. The separate Tree Policy will also apply, and proposals should be designed to avoid the future need to fell trees or otherwise impede their growth. On housing developments, buildings should be placed sufficiently far away from trees to allow adequate daylight and sunlight to reach the proposed properties, including private amenity spaces and gardens.
- 5.176 Landscape quality and specific landscape features should be maintained and enhanced, including views, historic and other landscape features or topography, watercourses, water meadows, distinctive skylines, trees and hedges. Many smaller, individual landscape features can combine to establish the character and identity of an area. These elements may provide recognisable boundaries to settlements and help establish the identity of an area, contributing to landscape character and value. They should be protected and enhanced, as their loss, either individually or cumulatively, could have a potential impact on the immediate and wider character of the landscape.
- 5.177 The policy also seeks to ensure development complements designated landscapes and their settings, including historic landscapes, such as Registered Parks and Gardens, sites on the local register (The Hampshire Gardens Trust, Hampshire Inventory of Historic Parks, Gardens and Public Green Spaces) (Source: <http://www.hgt.org.uk/>) and gardens or spaces within, or which contribute to the setting of, a conservation area. The policy recognises that these landscapes may have a special role and landscape value. The heritage and historic environment policies may also be material when proposed development may impact on historic landscapes, heritage assets and their settings.

- 5.178 The policy requires proposals to demonstrate how proposed landscaping will enable development to integrate positively within the landscape and enhance it wherever possible. The provision of new landscaping and boundary treatment can visually enhance an area and can support local biodiversity and ecological networks. The Council will need to be satisfied that proposals have been informed by the Landscape Character Assessment (2018) (LCA) and the landscape guidelines for development for the pertinent character area(s). To ensure this is achieved and continued the future management of landscaping, including implementation and maintenance regimes, may need to be agreed prior to permission being granted.
- 5.179 Proposed landscaping and boundary treatments which would introduce unnatural or incongruous features e.g. bunds and inappropriate vegetation, such as fast-growing conifers, or which are out of character, would not be appropriate. The species, density, size and location of vegetation included within landscaping schemes and boundary treatments should be appropriate for the site, having taken into consideration growth of the vegetation, its management and any impact on neighbouring land uses and biodiversity, taking into account ecological networks, including the Local Nature Recovery Strategy (LNRS). Other policies in the plan will be pertinent, including those on biodiversity, trees and green infrastructure.

Policy ENV3: Landscape Character

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

- a) it does not have a detrimental impact on the appearance, character and value of the landscape;**
- b) it is designed and located to ensure that the health and future retention of important landscape features is not likely to be prejudiced;**
- c) it does not result in the loss of, or detrimental impact to, important local landscape features such as trees, walls, hedges, green spaces or water courses;**
- d) it complements the character and setting of the historic landscape; and**
- e) it conserves or enhances the landscape and setting of the New Forest National Park or the North Wessex Downs Area of Outstanding Natural Beauty, where applicable.**

Where development is permitted, it should be demonstrated that the proposed landscaping (including the retention and/or enhancement of any existing landscape features, where relevant) will enable it to

positively integrate into the landscape character of the area and that arrangements are made for its short and longer term retention, maintenance and management.

Local Gaps

- 5.180 There is a long history within Hampshire of identifying gap designations through Local Plans. They are well established in Test Valley Borough and have been supported by local communities for many years. Local Gap designations help guide the direction of growth and identify areas of countryside which are strategically important in defining settlement edges and settings, and in maintaining separation between them. Local gaps have also been successful in implementation through planning appeals.
- 5.181 There are nine local gaps in the Borough. The Local Gaps policy takes forward all the Local Gaps designated within the adopted plan, although some refinements to their boundaries are proposed.
- 5.182 A Local Gaps Study (Stephenson Halliday, 2023) has reviewed the local gaps identified in the adopted Local Plan 2016 (through Policy E3) and policy approach. The Study recognises that Andover is separated from a number of small rural communities by relatively narrow but significant bands of countryside. Romsey, North Baddesley, Ampfield, Chilworth, Valley Park, and the larger urban areas of Southampton and Eastleigh are also characterised by the separation provided by the areas of countryside between and around them. The Study recognises that Local Gaps can also offer potential green infrastructure opportunities and may provide for wildlife corridors, whilst also offering health and wellbeing benefits for communities and access to green spaces and the countryside.
- 5.183 The policy applies to all applications for development within the designated Local Gaps. It does not seek to prevent all development, but seeks to guide development within them, in order to maintain the principle and integrity of the local gap designations. In some circumstances, such as where a proposal has a strongly rural character or justification (e.g. an agricultural building) and/or where development will have a minimal impact on the purpose, character and integrity of the gap, taking into account scale, siting, layout, design, materials and landscape treatment, it may be permitted by the policy.
- 5.184 The policy also recognises that development on the edge of settlements will reduce the physical extent of the defined gaps and that development within the gaps could reduce the visual separation of settlements. The Council will

take into account the individual effects of a proposal and its cumulative effects with other existing and proposed development within the gaps. In such cases, proposals will be considered on their individual merits.

Policy ENV4: Local Gaps

Development within Local Gaps will be permitted provided that:

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

The following Local Gaps will be protected:

- **Andover – Anna Valley/Upper Clatford (see inset maps x);**
- **Andover – Enham Alamein/Smannell (see inset maps x);**
- **Andover – Abbotts Ann (see inset maps x);**
- **Andover – The Pentons (see inset maps x);**
- **Ampfield – Valley Park (see inset maps x);**
- **North Baddesley – Chilworth (see inset maps x);**
- **North Baddesley – Valley Park (see inset map x); • Romsey – North Baddesley (see inset map x); and**
- **Southampton – Eastleigh (see inset x).**

Pollution

5.185 This policy aims to protect existing and future residents, businesses, biodiversity and the environment from the effects of pollution. This includes from existing sources of pollution and/or from pollution associated with new development. To be environmentally sustainable, development should be designed to prevent, or if not practical, minimise pollution and will incorporate measures to mitigate pollution impacts to an acceptable level. Wherever possible, proposals should also seek to enhance the local environment and environmental conditions, including air and water quality.

5.186 The control of pollution is a complex process, involving the Council and other statutory bodies (including the Environment Agency and Hampshire County Council). The NPPF⁷⁷ states that planning policies and decisions should

⁷⁷ NPPF Dec 2023 paragraph 180

prevent new and existing development from contributing to, being put at unacceptable risk from or being adversely affected by unacceptable levels due to soil, air, water or noise pollution, or land instability. Development should, wherever possible, help to improve local environmental conditions such as air and water quality. Other policies in the plan address also pollution matters, including the Amenity policy (reference) and those in the Design, Biodiversity and Water Quality sections of the plan (update and list policy references).

5.187 There are different types of pollution. It can vary in terms of its form and impact, and may include:

- i) noise (including vibration);
- ii) odour;
- iii) light intrusion (including glare);
- iv) air pollution;
- v) water pollution;
- vi) land contamination; and
- vii) construction phase pollution impacts.

5.188 Pollution generating development has the potential to have negative impacts on the existing environment, resulting in adverse health and quality of life impacts. All forms of development could potentially cause a degree of pollution if poorly located or designed. Examples of impacts might include traffic noise, emissions and movements, or external light, perhaps from a business premises, or cooking odours from a takeaway. The separate policy on Lighting (reference here) is also relevant alongside this policy and specifically seeks to reduce and mitigate the impacts of artificial light, glare and light spill on the environment, biodiversity, amenity, the night skies and landscape.

5.189 For larger or more prolonged developments, consideration will be given to controlling and managing the impacts of construction traffic, noise, dust, smoke and water runoff. A construction management plan would be required.

5.190 Where there is potential for pollution to be generated, or for existing sources of pollution to impact a proposed new development, an assessment will be required to set out how unacceptable impact will be avoided and mitigated, to meet minimum national statutory standards. This assessment should demonstrate that the development can be made acceptable, and where possible, how it can enhance the environment. It will clearly set out the

measures to be undertaken to ensure this and will be based on current guidance and best practice.

- 5.191 The Local Planning Authority may require specific mitigation measures to be undertaken in order to make a development acceptable in terms of matters relating to pollution. The provision of these measures should be in place at an early stage of the development. Advice on suitable assessments can be obtained from the Council's Housing and Environmental Health Service.

Noise and Vibration Impacts

- 5.192 Noise generating development can have adverse impacts on the local acoustic environment, which can result in adverse health and quality of life impacts. Consideration should therefore be given to potential increases in noise levels and changes in the acoustic character of the local noise environment.
- 5.193 Development which will generate noise and vibration must not cause unacceptable levels of disturbance to nearby uses. The Council will not restrict the future intensification of such development provided that the changes to the development would not be likely to result in significant adverse impacts on nearby land uses.
- 5.194 Development that is sensitive to noise and vibration will not be permitted in areas where existing levels of noise or vibration are too high, unless appropriate mitigation is included to reduce disturbance to acceptable levels. The policy seeks to ensure that new development integrates successfully with existing uses (such as commercial or industrial operations, public houses, music venues or sports clubs) which should not have unreasonable restrictions placed on them as a result of development that is permitted, after they have been established. In these circumstances, the applicant should set out and provide suitable mitigation before such development is completed (in line with the NPPF, paragraph 193). Where practicable, mitigation should be achieved through a combination of:
- i. The design of the site to optimise the layout of noise-sensitive buildings, private gardens and open spaces;
 - ii. The use of acoustic barriers and measures in construction and landscaping; and
 - iii. The design of the internal layout of buildings to minimise noise exposure to the most sensitive rooms.
- 5.195 Noise mitigation involving sound insulation measures, such as acoustic glazing and alternative means of ventilation, should only be used where

other mitigation means are not practicable. Noise insulation measures should be a last resort because they generally rely upon windows being kept closed in order to achieve acceptable internal noise levels, thereby compromising the amenity of the occupants. Where noise exposure is subject to uncertainty, such as volume of traffic or intensification of industry, a precautionary approach should be taken.

- 5.196 Proposals that involve noise generating (or noise sensitive) development should include a detailed noise assessment to demonstrate how the development prevents, or minimises, to an acceptable level, all adverse noise impacts, in line with DEFRA guidance.⁷⁸ For the purposes of this policy, noise sensitive development may include domestic properties (including homes and gardens), educational establishments and some medical facilities.
- 5.197 The policy recognises that many parts of the Borough are more tranquil and undisturbed by activity, pollution, noise, artificial light or background disturbance. They may also have recreational value or be valued for their landscape, amenity, environment and nature. The NPPF advises that such locations may be more sensitive to pollution and that local plans should identify and protect tranquil areas from potential adverse impacts due to noise from new development (para 191) The policy seeks to address this requirement by reducing and mitigating potential pollution impacts, with regard to the existing character and nature of the area.

Land Contamination

- 5.198 There is land within the Borough that has been subject to a degree of contamination as a result of past land uses. The responsibility for identifying the presence and extent of contamination, and dealing with it, lies with the developer for purposes of new development. Where previous land use indicates the possibility of contamination, further investigations must be undertaken by a suitably qualified and experienced person and adequate information submitted as part of the planning application. Some developments may be more sensitive to contamination, and careful additional care must be taken where there may be impacts on controlled waters, including groundwater, rivers and streams⁷⁹.

⁷⁸ The assessment of impacts should have regard to the advice contained within the Department for Environment Food and Rural Affairs (DEFRA) Noise Policy Statement for England (NPSE), March 2010, or recognised replacements/updates.
<https://assets.publishing.service.gov.uk/media/5a7956e0ed915d0422067947/pb13750-noisepolicy.pdf>

⁷⁹ These are the main types of water pollution receptors of concern, known as controlled waters (defined by Water Resources Act 1991, Section 104)

Policy ENV5: Pollution

Development will only be permitted where it does not result in an unacceptable impact from pollution on human health, living conditions, the natural environment or general amenity, including through cumulative effects. Development will be designed and maintained to avoid or mitigate pollution to an appropriate standard and to prevent any unacceptable impact. Development should take opportunities to improve local environmental conditions, such as air and water quality, wherever possible.

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

In areas of the Borough that are relatively undisturbed by noise or other forms of pollution and that have recreational, nature or amenity value, the impact of development through noise, light and other potential forms of pollution will be assessed sensitively, with appropriate regard to the nature and character of the area.

Lighting

- 5.199 This policy aims to prevent and minimise light spillage, light pollution, glare and sky glow, in order to maintain and enhance the intrinsic darkness of the skies and landscape, for environmental, visual amenity and biodiversity reasons. The policy sets out principles that will be applied to development and lighting proposals across the Borough, with specific provisions for the North Wessex Downs National Landscape and its setting.
- 5.200 Dark night skies are an intrinsic part of the landscape, character and nature of Test Valley and are important for wildlife and biodiversity, including for certain species, including bats, birds and moths. They are also important for recreation and there is a growing interest in star-gazing which can have benefits for the tourism economy.
- 5.201 Artificial lighting and glare (which may include internally or externally illuminated signage and advertisements) needs to be considered when a development could lead to increased levels of lighting. Artificial light provides valuable benefits to society, including through extending opportunities for sport and recreation or enhancing road and pedestrian safety. It can be essential to some new development. However, it is important to provide the right light, in

the right place and for it to be used at the right time. Artificial lighting and light spill can be harmful to amenity, wildlife, the landscape and tranquillity and these matters must be considered and balanced against the potential private or wider benefits of lighting.

- 5.202 Artificial light is not always necessary and has the potential to become what is termed ‘light pollution’ or ‘obtrusive light’. Not all modern lighting is suitable or appropriate in all locations. Some lighting can be important within our towns and villages, for example, to illuminate public spaces, facilities or routes during darker evenings or at night. However, unnecessary, excessive or poorly directed and managed artificial light sources can harm local amenity and biodiversity in and around the more built up areas and should be avoided.
- 5.203 The NPPF states that planning policies and decisions should limit the impact of light pollution from artificial light on local amenity, intrinsically dark landscapes and nature conservation (para 191). The North Wessex Downs AONB⁸⁰ Management Plan 2019-2024 and the Guidelines set out in ‘Dark Skies of the North Wessex Downs, A Guide to Good External Lighting (2022)’⁸¹ provide detailed guidance that is relevant to all proposals that may impact external light levels within the National Landscape and/or its setting. The New Forest National Park Authority attaches similar weight to the value and importance of its dark skies and provides guidance on external lighting within the New Forest National Park Design Guide (SPD, 2022) and elsewhere⁸².
- 5.204 Regard should be had to the Test Valley Borough Landscape Character Assessment (2018) (LCA) which identifies landscape character areas across the Borough and sets out a series of landscape guidelines for development in each area. Further technical guidance on managing and providing lighting is available from various sources⁸³.

⁸⁰ Now referred to as North Wessex Downs National Landscape

⁸¹ <https://www.northwessexdowns.org.uk/our-work/management-plan/>
https://www.northwessexdowns.org.uk/wp-content/uploads/2021/11/Lighting_Guide_0705_MEDRES.pdf

⁸² <https://www.newforestnpa.gov.uk/app/uploads/2022/01/Adopted-National-Park-Design-Guide-SPD-January-2022.pdf> and <https://www.newforestnpa.gov.uk/good-lighting-advice/>

⁸³ The Institution of Lighting Professional Guidance for the Reduction of Obtrusive Light <https://www.cibse.org/knowledge-research/knowledge-portal/> ; The Bat Conservation Trust <https://www.bats.org.uk/news/2023/08/bats-and-artificial-lighting-at-night-ilp-guidance-note-updatereleased> ; the Chartered Institution of Building Services Engineers (CIBSE) <https://www.cibse.org/knowledge-research/knowledge-portal/sll-code-for-lighting> ; and Historic England <https://historicengland.org.uk/advice/technical-advice/building-services-engineering/externallighting-of-historic-buildings/>

- 5.205 Planning conditions will be used to control the potential installation of external lighting and seek the submission of lighting details and management plans, for prior approval. This will be particularly pertinent where lighting might impact the setting of, or skies above and around the National Landscape and New Forest National Park, but will also be relevant to other areas of the Borough, including our more rural areas and areas in and adjoining the settlements.
- 5.206 Where the development involves works to an existing building, applicants will be encouraged to bring all existing external lighting up to the standards set out in any lighting guidelines adopted by the Authority.

Policy ENV6: Lighting

Development shall minimise impacts from artificial light sources upon the skies, landscape and biodiversity, through good design, siting and future management. The nature and extent of artificial lighting shall be the minimum necessary for its purpose. Lighting details shall meet or exceed the standards set out in any lighting guidelines adopted by the Authority.

Development will be permitted where it maintains or enhances the darkness of the landscape and night skies above and within the setting of North Wessex Downs National Landscape, and shall follow the most up to date National Landscape policy guidance.

Amenity

- 5.207 This policy seeks to protect the amenity of residents and occupiers and the amenity of neighbouring or nearby uses. Development will be assessed in terms of any impact or potential future impact on residential amenity. This includes the amenity of existing residents living on site or near to an application site and the amenity of potential future occupiers.
- 5.208 The NPPF requires that planning policies and decisions ensure that developments create places that are safe, inclusive and accessible and which promote health and well-being, with a high standard of amenity for existing and future users⁸⁴.
- 5.209 Residential amenity covers a variety of issues including overlooking, loss of daylight and sunlight and loss of outlook. This includes the design of garden space and parking arrangements in addition to building design.

⁸⁴ NPPF Dec 2023 Paragraph 135

- 5.210 Permanent residential development should be provided with adequate private open space to meet the needs of future residents and to provide for their private amenity. This may take the form of private balconies, private gardens or in some situations, communal gardens. Any communal gardens should be carefully designed to provide privacy and a usable area of open space for residents.
- 5.211 Private gardens should be reasonably flat and secured by a fence or other means of enclosure. They should be of a size which is usable and can be easily accessed from the dwelling. Private open space should not be overshadowed to the extent where daylight and sunlight levels are reduced to unacceptable levels.
- 5.212 New development should receive adequate daylight and sunlight to create satisfactory living and working environments and should not have an adverse impact on the levels of natural light received by adjacent properties. This will be assessed using the latest guidance⁸⁵.
- 5.213 Where the privacy and amenity of neighbouring properties and their access to daylight and sunlight is compromised by development, this could have an unacceptable and overbearing impact on amenity.
- 5.214 All applications are required to meet the requirements of the Design policies in the local plan (add policy references here) and should comply with the National Design Guide and National Model Design Code, which emphasise the importance of well-designed places which provide a high level of residential amenity (including private and public amenity space).

Policy ENV7: Amenity

Development will be permitted provided that:

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

⁸⁵ Including the BRE guidance Site Layout Planning for Daylight and Sunlight: A Guide to Good Practice (2022).

Ecology and Biodiversity

Introduction

- 5.215 Our communities value the local environment and nature. This was reaffirmed through the preparation of the Council's Four-year (corporate) Plan 2023-27, with strong support for the conservation and enhancement of local wildlife and nature for the future. The environment around us provides a range of services (known as ecosystem services) that are essential our wellbeing but can also affect our quality of life and support the local economy for example. A key objective of the Local Plan 2040 relates to conserve and enhance biodiversity.
- 5.216 Within this theme, a number of policies have been set out covering biodiversity, specific nature conservation designations, green infrastructure including wildlife corridors and trees and hedgerows. The policies relating to biodiversity and green infrastructure will evolve over plan preparation as national legislation is still emerging on these matters. These policies need to be considered alongside policies in other sections of the Local Plan, including in relation to design, landscape and climate change matters.

Conservation and Enhancement of Biodiversity and Geological Interest

- 5.217 This strategic policy has the aim of conserving and enhancing biodiversity and geological interests.
- 5.218 The basic underlying geology of the borough is chalk, with some localised deposits of clay with flints. Towards the south of the borough the chalk layers dip and are buried by deposits of sands, gravels and clays.⁸⁶ There are no Regionally Important Geological Sites or other local geological sites designated within the borough.
- 5.219 Test Valley supports a range of biodiversity assets, including internationally and nationally important wildlife areas as well as those of local significance. The borough includes a variety of habitats, including chalk rivers and streams, woodlands, heathlands, grasslands and wetlands. It is also home to a range of species, such as Atlantic salmon and sea trout in our rivers. National policy recognises the hierarchy of designations, which is also reflected on the approach taken to the conservation and enhancement of these assets.

Figure 5.2: Hierarchy of nature conservation designations

⁸⁶ Test Valley Landscape Character Assessment 2018 (available: <https://testvalley.gov.uk/planningand-building/treesandlandscape/landscape-character-assessment-documents>).

International & European	Special Areas of Conservation (SACs) Special Protection Areas (SPAs) Ramsar sites Potential SPAs (pSPAs) Possible SACs (pSACs) Proposed Ramsar sites
National	Sites of Special Scientific Interest (SSSIs) National Nature Reserves (NNRs) ⁸⁷
Local	Local Nature Reserves (LNRs) Sites of Importance for Nature Conservation (SINCs)

5.220 There is a legal duty on the council to consider what it can do to conserve and enhance biodiversity. There are a number of specific legal requirements in relation to considering the implications on certain nature conservation designations, habitats and species. Some of these interact with the planning system and there may additionally be need for separate consents or approvals, such as in relation to certain protected species.

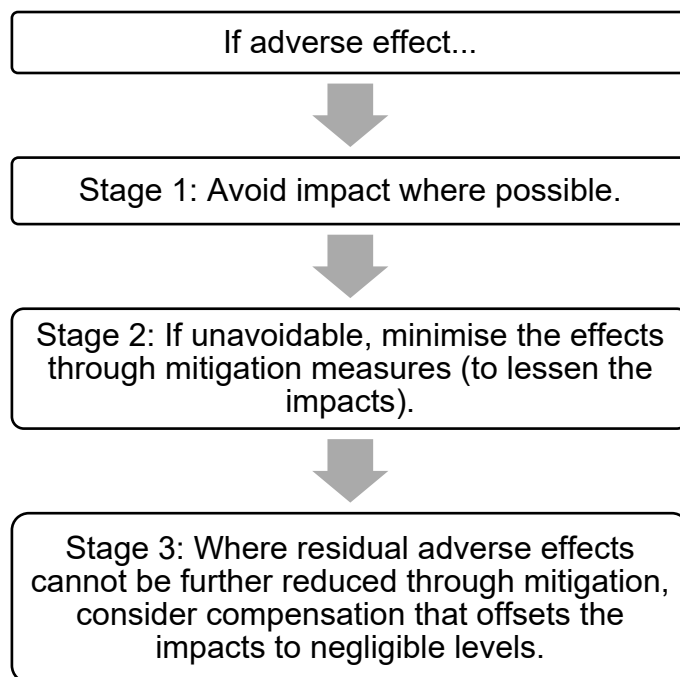
5.221 The NPPF sets out how it is envisaged that biodiversity will be protected and enhanced, including through identifying, mapping and safeguarding components of local wildlife-rich habitats and ecological networks, including international to locally important sites, wildlife corridors and stepping stones that connect them, along with areas identified for habitat management, enhancement, restoration or creation.

5.222 Through the Environment Act 2021, a requirement for the preparation of Local Nature Recovery Strategies (LNRS) has been introduced. These documents will map the most valuable existing areas for nature and specific proposals for creating or improving habitats. Regard needs to be had to the latest LNRSs in preparing local plans and determining planning applications. Local Plans will also have a role in supporting the implementation of LNRSs and the delivery of the Nature Recovery Network. A Hampshire LNRS is being prepared, led by Hampshire County Council. The approach set out in this Local Plan is likely to evolve to reflect the approach taken in the LNRS as it is developed.

⁸⁷ At present there are no such designations within Test Valley.

- 5.223 Development that takes place in the borough is expected to conserve and enhance biodiversity, nature conservation interests, and where relevant geological interests. All development proposals should seek to include proportionate measures to conserve and enhance biodiversity, which could include things like bird and bat boxes, hedgehog highways, and nature friendly planting for example. Development that does not achieve this would not be considered to represent sustainable development. The consideration of such matters would need to be integrated early on as part of the design process.
- 5.224 Development that has the potential to harm biodiversity assets and sites of geological interest will not be permitted unless the circumstances set out within the policy apply. This is to ensure that any such harm to the assets only occurs in exceptional circumstances and with appropriate mitigation secured. Details of the national designations can be obtained from Natural England. Information on Local Nature Reserves can be obtained from the Council and details on the Sites of Importance for Nature Conservation within the borough can be obtained from Hampshire Biodiversity Information Centre.
- 5.225 For development that affects these features and assets, all three tests set out within the policy will need to be satisfied. The level of protection given to such features will be proportionate to their status and importance both individually and as part of a wider network. For criterion b), the starting point is for the alternative location to be within the borough, as close to the impact location as possible, unless evidence is provided to justify a different location for example due to wider ecological benefits or alignment with the Local Nature Recovery Strategy. Figure 5.3 sets out the approach taken to criterion c) within the policy following the mitigation hierarchy.

Figure 5.3: Approach to avoidance, mitigation and compensation



- 5.226 Where mitigation is being provided, care will need to be taken in terms of how this is designed and implemented to ensure it does not result in unintended adverse effects, for example to landscape character. Regard will also need to be had to soil conservation and hydrological considerations, when accounting for the ability to implement mitigation measures and consequential effects to the wider environment.
- 5.227 Mitigation measures would need to be implemented in an appropriate timescale, with any ongoing management arrangements also secured to ensure they continue to function effectively. The need for monitoring will be considered on a case-by-case basis.
- 5.228 The Council will use planning conditions and / or legal agreements to secure appropriate avoidance, mitigation and compensation measures (including financial contributions) to ensure that biodiversity conservation and geological interests are conserved. If significant harm cannot be satisfactorily addressed in line with the policy requirements, then planning permission will be refused.
- 5.229 Where it is likely that development will have an adverse effect on a Site of Special Scientific Interest (SSSI), either individually or in combination with other proposals, it will not be permitted unless the benefits of the development in the location proposed clearly outweigh both its likely impact on the features of the site that make it of special scientific interest, and any broader impacts on the national network of SSSIs.

- 5.230 Development that is likely to result in the loss or deterioration of irreplaceable habitat⁸⁸ will be refused unless there are wholly exceptional reasons, for example where the public benefit would clearly outweigh the loss or deterioration of habitat, and the implementation of a suitable compensation strategy is secured.
- 5.231 If there is a need for development that would mean that geological interest features or sites cannot be wholly retained, opportunities should be explored to retain part of the features / site ideally with enhanced potential for exploration and research. Where this applies, the Council would seek to secure the implementation of such measures.

Policy BIO1: Conservation and Enhancement of Biodiversity and Geological Interest

All development shall ensure the conservation, enhancement and restoration of biodiversity and geology, avoiding any adverse impacts on condition, and where relevant recovery, of all types of nature conservation sites, habitats, species and components of ecological networks or geological interests.

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

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

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

⁸⁸ Note, the list of habitats that are classed as irreplaceable may evolve as the plan is being prepared. It has been indicated that there will be a national consultation on this in the second half of 2024.

- i. **Sites of Special Scientific Interest (SSSIs);**
- ii. **Legally protected species;**
- iii. **Sites of Importance for Nature Conservation (SINCs), Local Nature Reserves (LNRs), and Road Verges of Ecological Importance (RVEI);**
- iv. **Priority habitats and species listed in the national and local Biodiversity Action Plans⁸⁹;**
- v. **Habitats and species of principal importance for the conservation of biodiversity in England⁹⁰;**
- vi. **Irreplaceable habitats including ancient woodlands and ancient and veteran trees;**
- vii. **Trees, woodlands and hedgerows; and**
- viii. **Features of the landscape that function as stepping stones, form part of a Nature Recovery Network, areas identified in a Local Nature Recovery Strategy, form part of a wider ecological network and wildlife corridors by virtue of their coherent ecological structure or function or are of importance for the migration, dispersal and genetic exchange of wild species.**

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

International Nature Conservation Designations

5.232 Sites designated to be of international importance receive the highest level of protection for their ecological value. This policy aims of conserving these designations and the habitat and species they support. The sites comprise Special Areas of Conservation (SACs), Special Protection Areas (SPAs) and Ramsar sites. The NPPF sets out that possible SACs, potential SPAs, proposed Ramsar sites and sites identified or required for compensatory measures for adverse effects on all such sites need to be treated in the same way.

5.233 The Conservation of Habitat and Species Regulations (2017) (as amended) (referred to as the Habitats Regulations) include provisions that seek to ensure that plans and projects (including applications for planning permission)

⁸⁹ This includes the Hampshire Biodiversity Action Plan and Test Valley Biodiversity Action Plan, as well as any subsequent versions of such documents.

⁹⁰ See Sections 40 and 41 of the Natural Environment and Rural Communities (NERC) Act 2006.

are not approved where they could harm the integrity of certain internationally designated sites⁹¹. This process is known as a Habitats Regulations Assessment.

5.234 There are a number of steps to the Habitats Regulations Assessment:

- Screening: consideration as to whether a proposal would be likely to result in significant effects (alone or in-combination) on sites of international importance.
- Appropriate Assessment: an assessment undertaken when likely significant effects cannot be ruled out. At this stage, it is possible to account for any measures that will be secured to mitigate⁹² likely significant effects.
- Approval: only issued where it has been ascertained that there would be no adverse effects on the integrity of such designations, either alone, or in combination with other plans and projects⁹³.

5.235 The international nature conservation designations within the borough of Test Valley (either wholly or in part) are:

- Emer Bog SAC
- Mottisfont Bats SAC
- New Forest SAC, SPA and Ramsar site
- Porton Down SPA
- Salisbury Plain SAC and SPA
- Solent and Southampton Water SPA and Ramsar site
- Solent Maritime SAC

5.236 There is the potential for development within the borough to have implications on international nature conservation designations located outside Test Valley. All such designations will need to be considered when applying this policy and undertaking a Habitats Regulations Assessment.

5.237 Taking account of a range of evidence studies and guidance⁹⁴, a number of different routes for potentially having significant effects designations have been identified that will be relevant to development proposals within the borough or specific parts of the borough. In general, these arise through the

⁹¹ National guidance advises that Ramsar sites should be considered through the same process as SACs and SPAs.

⁹² This includes measures that avoid or reduce adverse effects but does not include compensation measures.

⁹³ Unless, in exceptional circumstances, there are imperative reasons of overriding public interest.

⁹⁴ Some of this information is available via the Council's website at:

<https://www.testvalley.gov.uk/planning-and-building/guidance/solent-southampton-water-specialprotection-area>

cumulative effects of multiple proposals, however there would also need to be consideration as to whether specific developments could result in effects on their own. There may also be additional matters to be considered in some locations that are not specifically identified below, for example the potential for significant effects as a result of construction disturbance (e.g. noise and vibration), or that emerge following the adoption of the Local Plan.

- 5.238 The matters set out within the policy do not represent a definitive list of all possible factors that may need to be considered and not all criteria would be relevant in all locations in the borough or for all types of development. The Council would have regard to the latest legal requirements and evidence when applying this policy.
- 5.239 The water quality of rivers and coastal waters can be influenced by excess nutrient levels, which in turn can affect the habitats found in these environments and the species they support. Nutrients come from a range of sources, which include public and private wastewater systems. Additional nutrient inputs associated with new residential and other overnight accommodation have the potential to contribute to existing issues within and around the Solent, as well as for the River Itchen and River Avon. Therefore, for relevant developments an assessment of the scheme's nutrient budget will need to be completed to ensure that the risk of additional harm, in combination with other schemes, is avoided. Additional guidance and resources are available via the Council's website.
- 5.240 Emer Bog SAC is particularly sensitive to hydrological changes within its catchment, through both surface and ground water alterations. Two catchment areas have been identified in relation to locations where changes to hydrology could contribute to adverse effects on this designation. Within these catchments, additional assessments of possible changes to water flows and water chemistry may be needed to ensure adverse effects are avoided.⁹⁵
- 5.241 While there are multiple benefits of access to nature, recreational use of certain locations has the potential to result in cumulative adverse effects on habitats and the species they support. Designations affected in this way include the New Forest, Salisbury Plain SPA and the Solent designations. In each case, a zone has been identified where new residential development and similar accommodation types has the potential to contribute to such affects. Where a development is identified as being likely to contribute to a significant effect, mitigation will need to be provided.

⁹⁵ For more information see the Emer Bog Hydrology Guidance Note (2017) available at: <https://www.testvalley.gov.uk/planning-and-building/guidance/solent-southampton-water-special-protection-area>

- 5.242 Strategic mitigation packages are in place that can be contributed towards, such as the Solent Recreation Mitigation Strategy for the Solent designations. The Council is working with partners on a co-ordinated strategic approach to mitigation for recreational impacts on the New Forest. This is likely to result in a mitigation package that incorporates the provision of Suitable Alternative Natural Greenspace (SANG) of at least 8 hectares per 1,000 population⁹⁶, as well as on-designation mitigation measures and monitoring. The Council is also working with Wiltshire Council to explore mitigation options for recreational impacts on Salisbury Plain SAC and SPA. The Council intends to provide more detail on mitigation approaches at the Regulation 19 stage. In relation to each of these matters, there would be an option to create a bespoke mitigation scheme, which would need to be accompanied by evidence to satisfy the necessary legal requirements.
- 5.243 Changes outside the boundaries of the designations can have implications that will need to be considered through the Habitats Regulations Assessment process, which includes functionally linked land. For Mottisfont Bats SAC, the surrounding area provides foraging habitat and commuting corridors for the Barbastelle bats for which the site is designated. A 7.5km zone has been identified around the designation where consideration will need to be given to the loss of or changes to habitats that are likely to be used by the Barbastelle bats in order to understand the potential for indirect effects. Additionally, land beyond the Solent and Southampton Water SPA is used by the designated bird species for roosting and feeding. Any proposals that has the potential to affect sites used in this way will need to be subject to further assessment.⁹⁷
- 5.244 Mitigation to address potential adverse effects would need to be implemented in an appropriate timescale and secured in perpetuity. Appropriate monitoring would also need to be secured alongside the mitigation. Care will need to be taken in terms of how mitigation is designed and implemented to ensure it appropriately addresses the effects identified and does not result in unintended adverse effects, including on other ecological receptors and the landscape character.
- 5.245 This policy will be kept under review as preparation of the Local Plan progresses, including to account for the outcomes of the Habitats

⁹⁶ Whilst also being of an appropriate quality to function effectively.

⁹⁷ See the Solent Wader and Brent Goose Strategy and associated guidance for more information.

Regulations Assessment for the Local Plan and any changes in relevant legislation.

Policy BIO2: International Nature Conservation Designations

International designations have the highest level of protection of the nature conservation designations. Development that is likely to have a significant effect, either alone or in-combination, on an international nature conservation designation will be required to clearly demonstrate that any potential adverse effects on the integrity of such designations are fully mitigated. This includes the relevant in-combination effects for the below matters:

- a) Nutrient neutrality within the relevant catchment areas for the River Avon SAC, River Itchen SAC and the Solent designations;**
- b) Recreational impacts on the New Forest designations, Solent designations and Salisbury Plain SPA;**
- c) Hydrology of Emer Bog SAC; and**
- d) Functionally-linked land impacts on Mottisfont Bats SAC and Solent and Southampton Water SPA.**

Biodiversity Net Gain

- 5.246 The Environment Act 2021 introduced a 10% mandatory requirement for biodiversity net gain in conjunction with certain development. Biodiversity net gain (BNG) is the achievement of measurable gains for biodiversity through new development and occurs when a development leaves biodiversity in a better state than before development. This is over and above the consideration of potential effects on habitats and species of importance. The NPPF also set out that Local Plans should pursue opportunities for securing measurable net gains for biodiversity.
- 5.247 The requirements of this policy will be assessed using the appropriate BNG Metric, as set out in the legislation and the supporting guidance. The 10% net gain is assessed relative to the baseline position, with the Metric using a habitat-based approach. It will be essential that Biodiversity Net Gain is considered from a very early stage of development.
- 5.248 Achieving a net gain in biodiversity is not just about the measurable gain but also the way this is achieved. The policy identifies principles that should be adhered to so as to ensure an appropriate scheme is

brought forward. The mitigation hierarchy referred to is the same as set out in Figure 5.3.⁹⁸

- 5.249 Applicants should prioritise delivering Biodiversity Net Gain on site, with off-site options then being explored, ideally as close to the site as possible. Use of BNG credits should be a last resort. Consideration should be given to whether proposals to deliver Biodiversity Net Gain can form part of, connect to or support wider restoration and enhancement of the Nature Recovery Network and implement opportunities identified in the Local Nature Recovery Strategy in order to provide functioning coherent and resilient ecological networks⁹⁹. This will be increasingly important when accounting for the implications of the changing climate and allowing for the varying vulnerability of different habitat types.
- 5.250 Relevant applications will need to be accompanied by evidence demonstrating how the 10% Biodiversity Net Gain will be achieved. The Council will use planning conditions and / or legal agreements to secure the delivery of the Biodiversity Net Gain.
- 5.251 Where on-site measures are being used, there will be a requirement for a management plan detailing management, maintenance and monitoring arrangements to be submitted for approval. The delivery of such management plans will also be secured to ensure the timely implementation of relevant measures and that they continue to function effectively in the future.
- 5.252 The Council encourages wider environmental gains to be delivered, including through the use of appropriate nature-based solutions and accounting for ecosystem services.
- 5.253 Biodiversity Net Gain will be one of the mechanisms for supporting the delivery of the Local Nature Recovery Strategy¹⁰⁰.
- 5.254 This policy is likely to continue to evolve through the preparation of the Local Plan as more information becomes available on the implementation of the mandatory Biodiversity Net Gain through the Environment Act 2021.

⁹⁸ For more information see: Biodiversity Net Gain. Good practice principles for development: A practical guide, Baker, Hoskin & Butterworth, 2019. CIRIA C776a.

⁹⁹ The ability to support the resilience of such networks will depend on a number of factors, including the scale of any provisions and connectivity.

¹⁰⁰ Paragraph 5.8 explains more about LNRSs.

Policy BIO3: Biodiversity Net Gain

Development for one or more dwelling or non-residential buildings will be permitted provided that it is designed to deliver at least a 10% measurable net gain of biodiversity habitat units using the appropriate BNG Metric. This will be secured and maintained for a minimum of 30 years.

In designing the development to achieve the measurable net gain, the following principles will need to be adhered to:

- i. Apply the mitigation hierarchy;**
- ii. Avoid losing biodiversity that cannot be offset elsewhere, such as irreplaceable habitats;**
- iii. Focus on achieving the best outcome for biodiversity; and**
- iv. Where possible, maximise wider sustainability benefits.**

Green Infrastructure

5.255 The aim of the strategic Green Infrastructure Policy is to conserve and enhance green and blue infrastructure within the Borough. Green Infrastructure (GI) is defined as a network of multi-functional green and blue spaces and other natural features, which is capable of delivering a wide range of environmental, economic, health and wellbeing benefits for nature, climate, local and wider communities and prosperity. Blue infrastructure refers to water elements including: rivers, streams, ponds, lakes, wetlands, storm water provision and floodplains.

5.256 In Test Valley, we have a rich and varied range of green infrastructure assets. Well planned, designed and managed green infrastructure has the potential to deliver a wide range of direct and indirect benefits for the health and wellbeing of people and communities, our biodiversity, resilience to climate change, the economy, our landscapes, towns, villages, heritage and air quality.

5.257 This strategic policy seeks the enhancement of all forms of green infrastructure and it links closely to the emerging Local Nature Recovery Strategies (LNRS) and Nature Recovery Networks. The term Nature Recovery Network (NRN) is used to refer to a single, growing national network of improved joined-up, wildlife rich places which will benefit people and wildlife. Local Nature Recovery

Strategies (LNRSs) will be the key mechanism for planning and mapping local delivery of the NRN. LNRSs will form a new system of spatial strategies for nature that will be mandated by the Environment Act 2021. Natural England have advised that LNRS will be rolled out across the country by the end of 2024 and Hampshire County Council is leading on this for Hampshire.

- 5.258 Where appropriate, the Council will seek to secure, via planning obligation, provision for the future management and/or maintenance of green infrastructure. The Council will expect a legal agreement to be entered into where it is necessary to secure green infrastructure provision, or to ensure the long term sustainable management of green infrastructure assets.
- 5.259 National policy is evolving on Local Nature Recovery Networks and therefore this policy is likely to evolve through plan preparation.

Policy BIO4: Green Infrastructure

Development will conserve and enhance green and blue infrastructure. Planning permission will be granted where it can be demonstrated that:

- a) the proposal incorporates either enhancements to existing green and blue infrastructure and/or the creation or restoration of provision.**
- b) the proposal can incorporate enhancements to existing woodland, street trees, landscape features and hedges, or the restoration and/or creation of landscape features, additional provision and networks. It may include the planting of trees.**

Provision should be delivered on site. Where on-site provision is not possible or achievable, financial contributions may be required.

Trees and hedgerows

- 5.260 This policy seeks to protect and enhance our trees, woodland and hedgerows.
- 5.261 There are different types of designations related to aged, veteran, ancient and high amenity trees, including our ancient woodland and semi-ancient natural woodland. The policy seeks to increase tree cover throughout the Borough, through the planting of new street and

other trees. It therefore requires new and appropriate tree planting, wherever possible and appropriate, with new development. This planting must be of appropriate species, density and size for its location.

- 5.262 The policy seeks to ensure that new trees and hedges are suitably planted and maintained in the shorter term, and thereafter retained and managed in the longer term, in line with up to date local and national standards.
- 5.263 The NPPF¹⁰¹ emphasises the important role that trees play, in contributing to the character and quality of the urban environment and in helping to mitigate climate change. This confirms that ancient woodland, aged and veteran trees in particular provide irreplaceable forms of habitat where development will rarely be appropriate. The planting of street, amenity trees, community and urban orchards, other trees and woodland are firmly encouraged through the National guidance. The Council is committed to the preparation of a Tree Strategy and this is highlighted through the Climate Emergency Action Plan (2020) and Green Space Strategy (2021).
- 5.264 Development resulting in the loss or deterioration of ancient woodland, ancient semi-natural woodland and ancient or veteran trees will not be supported, unless for wholly exceptional reasons, and where the scheme is supported by an agreed and suitable compensation strategy. In these circumstances, the public benefit would have to clearly outweigh the loss or deterioration of such trees.
- 5.265 The policy requires that proposals demonstrate that existing trees and hedges are carefully assessed and considered within all sites, at an early stage in the design process, and/or where tree or hedgerow works are proposed. This is to ensure that existing trees are identified and fully taken into account in the layout and design of proposals, including their future growth. Appropriate tree and hedgerow surveys and assessments should be undertaken and demonstrated within submitted proposals together with detailed tree management plans, for development affecting trees, or for tree works and/or new planting. Where appropriate, proposals should be supported by Arboricultural Impact and Assessments, Tree Protection Plans for the protection of trees before, during and after any proposed construction takes place.
- 5.266 Where there is agreement that trees may be removed to facilitate construction and development, replacement trees should be at a

¹⁰¹ NPPF Dec 2023 Paragraph 136

minimum ratio of 1:1 and shall be planted in accordance with relevant guidance. Tree and hedge planting should be suitable for the site and location and for longer term retention, in terms of the species, mix, size and density of planting. Detailed implementation, management and maintenance plans should be provided where appropriate, to clearly demonstrate how important trees, new tree and retained trees and any woodland will be maintained and managed in the longer term.

- 5.267 For tree works that are proposed through Tree Preservation Order (TPO) applications, there is a firm and clear expectation that all trees must be retained unless losses are justified for exceptional arboricultural reasons. Any tree losses should be replaced in line with the NPPF and Planning Practice Guidance¹⁰².

Policy BIO5: Trees and Hedgerows

Development will be permitted where the proposed development takes account of trees, both above and below ground, (including on site and off site trees) where;

- a) it provides for suitable new tree, woodland and hedgerow planting and future growth, where practicable;**
- b) it avoids the loss or deterioration of irreplaceable habitats (such as ancient woodland, ancient semi-natural woodland, and ancient or veteran trees), unless there are wholly exceptional reasons;**
- c) impact on trees that are protected by a Tree Preservation Order is wholly necessary for demonstrable arboricultural reasons. Where consent is granted for removal, replacement tree planting will be required and secured to offset the loss;**
- d) it avoids the unnecessary loss of non-protected trees, hedgerows and woodland, particularly where they have high amenity value;**
- e) where it is demonstrated that any tree or hedgerow losses are unavoidable, the development provides for replacement and retention in a suitable location;**
- f) the proposal demonstrates that the maintenance, short and long term management, and potential future growth of retained trees, new trees and other planting can be provided for.**

Relevant assessments will need to be undertaken in accordance with national standards.

¹⁰² See: <https://www.gov.uk/guidance/tree-preservation-orders-and-trees-in-conservation-areas>

Health, Wellbeing and Recreation

Introduction

- 5.268 The importance of our health and wellbeing has been heightened due to the pandemic. It cuts across the Local Plan 2040 which aims to help encourage and facilitate healthy lifestyles.
- 5.269 A key part of this, is ensuring access, protection and enhancement to open spaces, the countryside, recreational and sports provisions. These make a valuable contribution towards improving the health and well-being of local communities and increasing opportunities for social interaction across the Borough. It is important that new developments provide open space to meet the needs of the future residents. This can include a variety of types of open space which meet the needs of different groups within the population.
- 3.134 A range of policies are set out within this theme addressing the provision and protection of open space and recreation and improving access to the countryside.

Open Space and Recreation

- 5.270 Public open space is land which is available for the community to use to meet their health and wellbeing needs. Access to a network of high-quality and inclusive open spaces and opportunities for sport and physical activity has numerous benefits including improved physical and mental health and well-being along with wider benefits for nature to support efforts to address climate change.
- 5.271 New development places additional demands on existing open space. It is important that new residential development meets the standards set out in this policy to provide sufficient public open space for new residents. Open space needs will vary according to the type of housing proposed and the type, mix and configuration of open space and recreation should consider the needs of the arising population and their changing needs as it establishes over time. Housing for the elderly will differ from housing with affordable housing where there is a higher propensity for young families for example, and not all types of open space will be appropriate in every case.
- 5.272 Where the proposal is for the redevelopment of a previously developed site which includes existing residential dwellings, the net

increase in residents will be calculated so that only the additional pressure on open spaces is taken into account..

- 5.273 There will be a requirement for several types of open space to be provided on a site, depending on its scale and the nearby existing facilities. Any new open space must meet the relevant criteria as set out in Appendix 4 and be inclusive, integrated and accessible. The types of open space are parkland, informal open space, provision for children and teenagers, allotments and outdoor and/ or indoor sports facilities. The Council's evidence will be used to inform any contributions secured.
- 5.274 Open spaces should be provided as an integral part of the design and layout of the development. Open Space must be located in suitable areas within a site which will be easily accessed via active travel as the preference. They must be on level ground and all required associated equipment should be provided (such as goalposts and pitch markings). Sites will provide vehicular access for maintenance vehicles. Measures should be taken to ensure climate resilience is considered in the open space, such as the provision of areas of shaded public open space.
- 5.275 The recreational needs of development should be met on site. Exceptions will be where the site or development is not of sufficient size to make the appropriate provision feasible or where it is preferable to seek contributions to enhancing a specific existing facility in the local area.
- 5.276 Open space will contribute towards the Borough's Green Infrastructure provision and may be located adjacent to Suitable Alternative Natural Greenspace (SANG) or Sustainable Drainage Systems (SuDS). Where multiple types of Green Infrastructure are provided, any public open space must meet the space standards set out below. There should not be a reduction in the scale of open space provision where it is located near to other green infrastructure such as SuDS.
- 5.277 The Council will encourage ownership of public open space to be transferred to the Council in perpetuity. A legal agreement would be used to secure the transfer of the land to the Council, along with a management fee towards the ongoing management costs. Site should be secure, with measures in place to prevent vehicle trespass onto the

land. Public open space that is not available for public use will not be accepted.

5.278 Public open space must be provided to an appropriate standard, in accordance with the relevant quality standards as set out in Appendix 4¹⁰³. The requirement for 3 hectares of open space to be provided per 1,000 of the population is equivalent to the Field in Trust's '6 acre' standard. These contributions will be used towards projects identified in the Council's Sports Facilities Strategy and Playing Pitch Strategy. *[See Appendix 4 Public Open Space Typologies]*

5.279 The Public Open Space Audit³² identifies the existing provision of open space at a ward level, which sets out where there are deficiencies in provision. The Sports Facilities Strategy and Playing Pitch Strategy also identify existing levels of provision. Depending on the need of open space identified, contributions may be secured towards indoor or outdoor sports facilities. This will be towards facilities in the local area (such as within the same town as the development). The Council will seek financial contributions towards existing facilities or the provision of new facilities.

Policy HE1: Open Space and Recreation

Proposals for major residential development will be permitted provided that:

- a) the provision of open space is to a standard of at least 3 hectares per 1,000 population comprising a minimum of:**
 - **0.4 hectares of parks and gardens**
 - **0.8 hectares of informal open space**
 - **0.6 hectares of provision for children and teenagers**
 - **0.2 hectares of allotments**
 - **1 hectare of outdoor sports facilities and/ or equivalent indoor sports facilities**

- b) the lay out and equipment provided is to a recognised specification at an early stage in the development; and**

¹⁰³ This includes Sports England guidance, Fields in Trust guidance, Accessible Green Space Standards, National Allotments Guidance and the Green Flag Awards criteria ³² 2018 and 2019

- c) **arrangements for the long term management and maintenance for the open space, equipment or facility having been made and secured.**

This requirement relates to the net area of usable open space which does not include associated infrastructure such as access points, pedestrian or cycle paths, parking, ancillary buildings, landscaping and safety margins.

Existing Open Space

- 5.280 Open spaces have an important role within local areas and their loss has the potential to have a detrimental impact on the local community. Existing open spaces contribute to the network of Green Infrastructure which has benefits for the health and wellbeing of the community.
- 5.281 The Council will seek to avoid the loss of open spaces. Where existing open space and sports facilities are proposed to be lost, one of the criteria in the policy will need to be demonstrated. Where a facility is no longer meeting the needs of the community, appropriate evidence will need to be provided¹⁰⁴.
- 5.282 Where a replacement facility is proposed, it will need to be the same size and quality as the lost facility. Any new facility should be in a suitable and accessible location.
- 5.283 An existing facility could be replaced by an alternative facility if on balance the benefits of a new facility would outweigh the impact of the loss of a facility.
- 5.284 Loss of existing open space and sports facilities due to the provision of ancillary facilities may be acceptable where it supports the function of the existing open space, for example the addition of floodlights or changing rooms adjacent to a facility.
- 5.285 The designation of land as Local Green Space allows communities to identify and protect areas of importance of them. Local Green Spaces are allocated through the Neighbourhood Plan process and can include areas which are not public open space. The NPPF states that managing development within a Local Green Space should be consistent with that for Green Belts, including that inappropriate

¹⁰⁴ Such as identified in the Playing Pitch Strategy and Sports Facilities Strategy

development is harmful and should not be approved except in very special circumstances¹⁰⁵.

Policy HE2: Existing Open Space

Development on existing open space, sports and recreational buildings and land will only be permitted provided that:

- a) it is demonstrated the open space, buildings or land to be surplus to requirements, or**
- b) the loss resulting from the proposed development would be replaced by equivalent or better provision in terms of quantity and quality in a suitable and accessible location; or**
- c) the development is for alternative sports and recreational provision, the benefits for which clearly outweigh the loss; or**
- d) the proposed development is ancillary to the main use of the site and strengthens its function.**

Proposals that protect or enhance Local Green Space designations, designated through Neighbourhood Plans, will be permitted. Proposals for appropriate development on Local Green Spaces, will be permitted in accordance with the NPPF.

Access to the Countryside

5.286 Enabling access to the countryside and local green spaces through the network of paths and Public Rights of Way (PRoW), has a multitude of benefits, providing opportunities for recreation and exercise as part of an active lifestyle which contributes to good physical and mental health. This also enables an appreciation of the countryside and the natural environment.

5.287 Since the Covid 19 pandemic and with a greater emphasis on living locally including walking and cycling, opportunities for maintaining an active lifestyle have increased pressure on the countryside, public green spaces and the rights of way network. The PRoW network, National Cycle Routes and Bridleways enable a variety of modes of travel for walking, cycling, equestrian uses and in some cases other non-motorised vehicles. While some routes are dedicated for a single set of users such as footpaths for walking, many routes are designated for multiple users. The PRoW network in Test Valley also includes the strategically important route of the Test Way which passes through

¹⁰⁵ NPPF Dec 2023 Paragraph 152

some of Test Valley's most important historic, ecological and landscape environments.

- 5.288 Greater exposure and access to green spaces results in better physical health and are associated with better mental health and well-being, including reduced levels of depressions, anxiety, fatigue and enhanced quality of life for all ages.
- 5.289 Development should enhance existing public access to create a high quality network of PRow footpaths, cycle routes and bridleways. Development proposals will need to identify the routes within the site and their connections into the wider PRow network and assess the impact the development is likely to have on them.
- 5.290 Where routes exist across sites proposed for development, consideration will be given to realignment of these routes provided that their purpose is maintained. Existing rural routes should retain their rural feel and not be closed in by fences or aligned as part of the pedestrian and cycle network within new developments. Early engagement with Hampshire County Council is encouraged to ensure the correct legal mechanisms are secured for realigning routes. It is important that realigned routes are relatively direct and avoid too many road crossings to support access to the countryside, allowing users to continue their journey from the wider PRow network without diversion.
- 5.291 Where settlements expand, the network of PRow will evolve. As demand on the PRow network on the edges of settlements increases, particularly for circular, family friendly and accessible trails and cycling routes, investment will be required to enhance and maintain these routes to meet the needs of multiple users¹⁰⁶.
- 5.292 In terms of Circular routes these should be provided on the settlement edge as these are the most well-used routes, connecting people with the countryside or other rural open spaces, longer range routes such as the Test Way and linking settlements. Those PRow on the edges of settlements often not only provide important recreational activity but also function as commuter routes connecting people to key services and facilities.

Policy HE3: Access to the Countryside

¹⁰⁶ Local Cycling and Walking Infrastructure Plans

Development that provides opportunities to increase public access to the countryside will be supported, provided that they:

- a) are designed to safeguard, enhance and integrate Rights of Way and do not adversely affect its recreational and amenity value**
- b) integrate accessible and attractive routes through the site, providing connections to the countryside and Rights of Way Network**

Design

Introduction

- 5.293 Good design helps to improve health, quality of life, and the way places function. Well-designed places can help us to positively meet our development needs and take advantage of the opportunities brought by development. The Council is committed to design excellence and promoting high quality sustainable design through the Local Plan 2040.
- 5.294 High quality design is a key aspect of sustainable development, and can create active, greener and more resilient places in which to live and work.
- 5.295 Well-designed buildings and spaces are appropriate to their location and context. They may be more traditional in character, or more innovative and contemporary. Good design is based on contextual analysis and sound design principles and will be at the centre of every development proposal. Evidence will be required that is proportionate to the nature and scale of the proposed development.
- 5.296 These ‘placing making’ principles can apply to all types and scales of development - from major transformational schemes to small scale extensions and alterations, regardless of their location.
- 5.297 The policies in this theme aim to ensure good quality design is delivered, the character in Residential Area of Special Character is maintained and the provision of public art. Other policies in the Local Plan 2040 set out requirements that are intrinsically linked to design, particularly those on heritage, transport and movement, our town centres, climate change, health and well-being, biodiversity net gain, public open space, the environment and landscape.

National Policy Context

- 5.298 The NPPF advises that Local Plans should set out a clear design vision and expectations, so that applicants have as much certainty as possible about what is likely to be acceptable. Policies need to set the overall strategy for the design quality of places. Development that is not well designed should be refused, especially where it fails to reflect local design policies and government guidance on design, such as design guides and codes.

5.299 The Government promotes good design through the publication of its National Design Guide¹⁰⁷ and National Model Design Code¹⁰⁸ which aim to ensure that the requirement for good design is embedded in planning policy and ultimately delivered through developments being built out and places created and enhanced. National design policy and guidance clearly sets out how places can be designed to achieve healthy and sustainable places, including through the use of design codes.

5.300 National policy is evolving on the requirement for design codes, which will be considered as the draft Local Plan evolves. Design Codes will be needed in support of specific developments. The approach taken in these Design Codes will be informed by the National Model Design Code. Where these codes have been adopted, developments will be expected to adhere to them.



5.301 The National Design Guide sets out the characteristics of well-deigned places under ten themes:
:

¹⁰⁷ Available at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/962113/National_design_guide.pdf

¹⁰⁸ Available at:

https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/957205/National_Model_Design_Code.pdf

- Context
- Identity
- Built form
- Movement
- Nature
- Public spaces
- Uses
- Homes and buildings
- Resources
- Lifespan

Strategic Design Policy

- 5.302 The aim of the policy is to secure high-quality design in all development. It seeks to ensure development reflects and responds positively to its context and the local character of Test Valley, including our varied settlements, heritage and buildings, ecology, geology, landscape and countryside.
- 5.303 This policy sets out the overarching standards and considerations for the design of development. The policy requires adherence to National Design guidance (including the National Design Guide and National Model Design Code), with specific reference to the ten characteristics of well-designed places.
- 5.304 Proposals will be expected to explain the story behind their proposals, explaining how design policies and guidance have been addressed within the supporting evidence, such as in the Design and Access Statement, a design code or masterplan.
- 5.305 Proposals will need to be based on the analysis and understanding of context, in order to help integrate development positively within its surroundings, topography, environment, ecology and landscape. The Borough has a varied mix of rural hamlets, villages, settlements and historic towns, with a strong and varied landscape character, topography, culture, ecology and heritage.
- 5.306 Proposals will need to consider and positively enhance the public realm. Public realm will be designed to feel secure, accessible to all and easy to maintain, with a clear definition of public and private spaces, including shared spaces. It may form part of a hierarchy of spaces, ranging from footways, pavements, streets and amenity spaces between buildings, to much larger landscaped public open spaces. Where possible, spaces should be overlooked or flanked for

natural surveillance by active uses, to feel safe. The design of new or enhanced areas of public realm should maximize opportunities for delivering additional trees and biodiversity gains, potentially strengthening or extending wildlife corridors, ecological networks and the green infrastructure network.

- 5.307 Proposals are required to demonstrate adoption of sustainable design practices through design. Development should be adaptable, durable and resilient to climate change, capable of adapting to the needs of future occupants and efficient to run, utilizing greywater recycling, sustainable urban drainage (SUDs) and water gardens, where possible. Resources used in the construction and operation of buildings, including energy and water, should be minimized and unnecessary waste avoided. Link to other policies.
- 5.308 The design of new development will need to maintain and enhance nature and biodiversity, deliver enhancements to green and blue infrastructure, including hedgerows, trees and waterbodies (particularly where these features offer a valuable habitat).
- 5.309 Permeability, connectivity and legibility within the design and layout of new development, to encourage ease of movement for all users, particularly for cycling and walking, with links to sustainable transport modes is required where possible. Design has a key role to play ensuring sustainable routes are designed as a first priority for users, within and beyond the site boundaries, are integrated, navigable, attractive and safe, for all in the community, underpinning healthy active travel choices in new developments.
- 5.310 The way places are planned, designed, built and managed has a significant influence over whether communities are able to live healthy lives through the wider determinants of health. The built and natural environments created by new development are important factors in helping shape health and health inequalities.
- 5.311 The policy also requires secure cycle storage, car parking infrastructure, services and utilities to be to be carefully considered at the design stage, to be accessible, effective and attractive, as part of a landscaped approach, with due consideration to their appearance and functionality.

- 5.312 Proposals for major development will be required to take account of, and respond positively to, relevant local and national design guidance and/or codes through the submission of a design code or design and access statement, which must be proportionate to the development proposed. For all developments of over 100 homes, a masterplan or design code will be expected.
- 5.313 Applicants are strongly urged to engage in the pre-application process, particularly for larger and more sensitive sites and for major development. Early discussion between applicants, the local planning authority and local community is important for clarifying expectations and reconciling local and commercial interests. Applicants should work closely with those affected by their proposals to evolve designs that take account of the views of the community. Applications that can demonstrate early, proactive and effective engagement with the community will be looked on more favourably.
- 5.314 To support the assessment of proposals and delivery of high standards of design, the Council will engage a local Design Review Panel for design advice on specific proposals.

Policy DES1: Delivery of Sustainable and High-Quality Design

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

- A. Development will positively reflect the ten characteristics of well designed places, as set out in the National Design Guide (and any successor) and will be designed through a sound contextual analysis and understanding of the site and its surroundings, including any opportunities and constraints;**
- B. Development will maintain or enhance the sense of place and distinctive character of the locality, through taking account of the individuality of the Borough's settlements, landscapes, buildings, ecology, topography, history and heritage assets;**
- C. Development will contribute positively to, and not detract from, the distinctive character of the immediate and wider landscape;**
- D. Development will take opportunities, wherever possible, to improve the public realm and to minimise opportunities for disorder and crime;**
- E. Development will be designed to be resilient to the changing climate by adopting sustainable design practices;**

- F. High quality green and blue infrastructure will be provided with new development, designed with resilient hard and soft landscaping, and integrating biodiversity enhancements;**
- G. The layout of new developments will be permeable and legible allowing for suitable access and movement for all users. Development will be designed to prioritise sustainable and active travel. Where cycle and car parking infrastructure, utilities and services are required, they will be provided in appropriate and convenient locations for the users and designed to integrate positively;**
- H. Major development will need to take account of, and respond positively to, relevant local and national design guidance and codes. Applicants will be expected to produce a masterplan, design code or design and access statement as part of the planning application depending on the nature and scale of development.**

Design Considerations

5.315 This policy sets out the Councils expectations in further detail in terms of what proposals should demonstrate in order to deliver high quality design within new development, informed by sound design principles, and to accord with the Strategic Design Policy (DES1), local and National design guidance and the NPPF.

5.316 The relationships and spaces between buildings, landscapes and natural features as well as the pattern and grain of development varies considerably within our settlements and across the Borough. In many of our more built-up areas there are discernible built patterns, perhaps a historic core adjoined by later estates, that may have a particular style and character. In the rural villages, there is often a strong historic pattern, with more modern change to the periphery. New development should seek to complement this local character, local features, heritage, patterns of development and landscape settings.

5.317 The Council has adopted a number of Village and Town Design Statements as Supplementary Planning Documents which set out the individual characteristics of the settlements and which should inform detailed design. Conservation area character assessments are an important resource and there are a number of Neighbourhood Plans within the Borough that provide detailed guidance on design and evidence of local character and context (including local landscapes, historic activities or features of an area, materials, colour pallet and detailing or distinctive local architecture, etc.).

- 5.318 All new buildings should be carefully designed to respect and enhance their surroundings. Buildings that are out of scale can detract from the character and amenity of an area. The scale, height and massing of buildings will determine their impact on views and skylines and their relationship with surrounding buildings, spaces and landscapes. New buildings should usually be of a similar scale to others in the surrounding area, unless their function requires a different scale or a design led approach justifies an alternative approach to scale and massing. Larger scale buildings may be appropriate provided that important views, especially of landmark features from public places (including transport corridors, public realm and rights of way) are retained.
- 5.319 Extensions or alterations can have a cumulative impact on the character of the area and may overwhelm existing buildings to the extent that any original character and symmetry may be eroded or dominated. For this reason, it is important that design responds positively to existing scale, character, street scene and setting.
- 5.320 The detailed design of buildings and the use of materials often helps to define local character and identity. When designing new schemes developers should consider context, including grain and local character, architecture and building styles, recognising the importance of high quality in any decorative elements, materials, finishes and textures, and recognising that their relationship to neighbouring development should always be complementary.
- 5.321 Original, innovative and contemporary design can raise design standards in an area, subject to the design and construction (including details, finishes and materials) being of a high quality. The Council strongly encourages the efficient use of energy, water and resources, including solar gain, natural ventilation, shade and renewable energy and space within design (criterion c)). In more sustainable locations, well-designed higher density development that complements and enhances the character of the area and makes efficient use of space can make a positive contribution and may be supported by the Council.
- 5.322 Submission of appropriately scaled plans and supporting evidence, in accordance with the Council's published validation requirements, will be required. Where design, materials, finishes and construction

details are important to the overall design approach and the character and function of the development, proposals should be supported by appropriate evidence to clearly demonstrate design quality.

- 5.323 Waste and recycling storage and management within development, should be accessible, suitable in size and location, discreet and designed for purpose, in accordance with the latest guidelines published by the Council. Waste management plans may be required for major developments, mixed use and communal living schemes. Sufficient space should be set out for current waste management and recycling needs.

Advertisements, Signage and Shopfronts

- 5.324 The policy (criterion e) is relevant for all proposals that involve shopfronts, signage and/or advertisements. Proposals for the display of advertisements are subject to a separate consent within the planning system under the Advertisement Regulations. Advertisements can look unattractive when poorly sited and designed, and particularly when illuminated. They can add to visual clutter and detract from the character and local distinctiveness of an area. It is important that commercial requirements are considered against any impact on the environment, public safety and amenity, taking into account cumulative impact and national guidance.
- 5.325 Where advertisement consent is required, such consent will be permitted if the proposal respects the interests of public safety and amenity and is sensitively designed, including any associated lighting and illumination. The materials, size, colour, design and location of an advertisement should respect the scale and character of the building on which it is situated and the surrounding area, particularly where there may be an impact on the setting or appearance of a listed building or conservation area.
- 5.326 There will be a general presumption against illuminated signage and any proposals must not result in unnecessarily illumination, a cluttered street scene, excessive signage or cause a hazard to pedestrians and road users.
- 5.327 The retention and repair of historic shopfronts will be supported, particularly within conservation areas. Historic and well-designed shopfronts can contribute significantly to the character, setting, variety and attractiveness of our buildings, streets, towns and villages,

including where shops have since been put into alternative uses. They help to demonstrate the historic use of buildings and contribute to the locally distinctive character of our settlements.

5.328 Regard should be had to the TVBC Shopfront Design Guide (2010) Supplementary Planning Document. Useful advice on shopfronts, high streets, signage, the public realm and advertisements is also contained within the following guidance; the Romsey Town Design Statement for Romsey Town and Romsey Extra (2007); the draft Andover Town Centre Public Realm Design Guide Supplementary Planning Document (SPD) (2022); Andover Conservation Area Appraisal and Management Plan (CAAMP) (2021); Romsey Conservation Area Appraisal and Management Plan (CAAMP) (2021).

Policy DES2: Design Details and Considerations

Development will be permitted where it is demonstrated that:

- a) the design, layout, scale, massing, grain, density, height, appearance, materials, finishes and detailing of any proposed new development will be of high quality, distinctive and sensitive to the site and context;**
- b) the design incorporates good quality hard and soft landscaping, including boundary treatment, planting, surfacing, amenity space and trees (where these can be accommodated) that is sensitive to the landscape setting, views and local character. Local heritage and nature will be incorporated positively within the development, where appropriate;**
- c) the design responds positively to the character, setting and topography of the site, utilising sunlight and shadow to maximise and make efficient use of natural daylight, ventilation, orientation, solar gain, sustainable drainage opportunities and space;**
- d) Sufficient, well located and accessible space is provided for the storage of refuse and recycling;**

For applications that include shopfronts, advertisements and/or new signage:

- e) Any proposed signage and/or advertisements will be sensitively designed and sited for their purpose, with clear regard to local amenity, the historic environment, public safety, the historic environment, place and context.**

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

Residential Areas of Special Character

- 5.329 The Council has identified a number of Residential Areas of Special Character (RASC) in Test Valley, within Chilworth, Romsey and Andover. Each defined area has a distinct character, townscape and landscape which contribute to their special character and quality. This area policy designation has been supported by the community, in supplementary planning documents and at planning appeal.
- 5.330 The distinguishing features of these areas of special character typically include recognisable patterns of development, with larger than average plot sizes, mature gardens and lower densities. Buildings in each RASC area are typically of a similar architectural style and character, with mature trees, hedges and distinctive boundary features. Most RASC incorporate clusters of buildings which comprise non-designated heritage assets.
- 5.331 This policy seeks to retain and enhance the special and distinctive character, townscapes and landscapes of the delineated RASC in the Borough.
- 5.332 The policy does not seek to prevent development. It aims to retain and preserve the distinct architectural, spatial and landscape character of the identified areas and supports development that retains and sustains this distinctive local character. Proposals that involve the sub division of plots, the demolition, replacement, extension or division of existing buildings, the development of new buildings and structures, or new frontages and boundary treatments, have the potential to harm aspects that contribute to the special and distinctive character of the RASC.
- 5.333 Criterion a) is pertinent to proposals that impact the size, use, spatial character and landscape of existing plots and gardens. Where sub-division is proposed, the resulting size and character of the proposed plot, and that of the remainder of the original plot following sub-division, should not be significantly smaller than those within the immediate character area.

5.334 Criterion b) requires that the size, scale, layout, type, siting, and detailed design of proposed development does not harm the special character of the RASC, with regard to landscape, buildings, street scene, trees, boundary treatment, spatial character and views.

5.335 The Residential Areas of Special Character Supplementary Planning Document (adopted January 2019) will need to be considered.

Policy DES3: Residential Areas of Special Character

Development^[1] within Residential Areas of Special Character in Andover, Chilworth and Romsey identified on maps X, X and X will be permitted provided that:

- a) it respects the special qualities of the RASC, maintaining plot sizes to ensure the proposed and remainder of an original plot, if sub-divided, is not significantly smaller than any in the immediate vicinity; and**
- b) the development's size, scale, layout, type, siting, and detailed design are compatible with the character of the RASC.**

[1] Including extensions, alterations, conversions, sub-divisions and redevelopment

Public Art

5.336 Public art has an important role in contributing to the visual interest of a site and character of an area, particularly within new developments. The provision of public art creates and enhances local distinctiveness in the public realm, helping to articulate the aspirations of the community, establishing or maintaining a strong sense of place and is an important part of place-making.

5.337 It may reflect and celebrate the lives and imaginations of the local community and special features of the local environment and heritage.

5.338 All public art will be required to be commissioned in accordance with the Council's Public Art Strategy (2014-2017) (or successor documents) and Infrastructure and Developer Contributions Supplementary Planning Document (2023) and should be provided on site or within close proximity to the site. Artists will engage with local communities, taking inspiration from topics such as the local

environment, wildlife, culture and/ or heritage. The Council's Public Art Strategy sets out the Council's expectations and describes the process of delivering public art, from commissioning artists to installing the artwork.

- 5.339 Where a financial contribution is secured towards the provision of public art, it will be applied in accordance with the Council's adopted Public Art Strategy.
- 5.340 Where developers propose to provide public art in relation to their development proposal, this will be secured through a legal agreement. A Public Art Plan will be required to be submitted and approved by the Council. The Public Art Plan should explain the approach to commissioning and delivering public art, including details of budget, community engagement and maintenance. The Council will expect public art which is commissioned by developers to be in accordance with the TVBC Public Art Strategy including the creation of a stakeholder group involving the Council's Arts Officer.
- 5.341 Within the town centres of Andover and Romsey, public art may be sought as part of any regeneration and redevelopment schemes, in accordance with Policy DES4 and with regard to the two adopted masterplans for Romsey and Andover town centre areas and the Public Realm SPD.

Policy DES4: Public Art

The provision and maintenance of public art will be required on applications which meet the following:

- **1,000sqm or more of commercial development**
- **300 or more residential dwellings**

Housing

Introduction

- 5.342 The Local Plan 2040 plays a key role in helping to shape sustainable communities to meet the diverse needs of our communities. Test Valley has an ageing population. There are affordability issues and housing needs vary in the north and south of the Borough but is common within our rural area across the Borough. Therefore delivering a range of housing to meet the needs of our communities is a key challenge.
- 5.343 The Local Plan 2040 will support the delivery of affordable homes, support communities to bring forward locally driven schemes that provide the range of homes needed to meet their needs and enable homes to come forward to meet the specific needs of our communities including gypsy, travellers and traveller showpeople.
- 5.344 The policies in this theme include making provision for affordable homes, supporting community led development, rural exception sites, and first homes exception sites, meeting the needs of our communities, ensuring sufficient space standards, providing plots for self and custom build, meeting our needs for gypsies, travellers and travelling showpeople, and enabling appropriate residential development in the countryside.

Affordable Housing

- 5.345 This policy seeks to deliver affordable housing (as a proportion of residential development) from market housing sites. It sets a framework for seeking and negotiating affordable housing. The policy provides the main mechanism for delivering affordable housing to meet local needs for those households within the local community unable to access market housing. There are additional separate policies with the plan which also deliver affordable housing through other specific mechanisms, including through rural exception and first home exception sites and as community led development.
- 5.346 The policy is important as the main mechanism to delivering affordable housing to meet the local needs for communities in the Borough to access housing and implement national planning policy in seeking affordable housing from market housing developments. The combination of relatively high house prices and rents compared to household income levels in the Borough, means that a significant proportion of households are in housing need as they are unable to access housing to meet their needs through the private housing market, and the private rented sector can also be difficult to access. Different

tenures of affordable housing can provide for the aspirational housing needs of those households unable to access private housing.

- 5.347 The NPPF¹⁰⁹ requires local plans to set out the level and types of affordable housing needed. It further sets out that affordable housing should generally be on-site and not sought from sites which are not major development (less than 10 units), except in Designated Rural Areas where a lower threshold (of 5 or fewer) applies. The NPPF sets out the definition of affordable housing and the different affordable tenures for both affordable rented housing and affordable home ownership which constitute it.
- 5.348 The Test Valley Strategic Housing Market Assessment Study 2022 (SHMA) identifies need for affordable housing for both affordable rented and affordable home ownership over the plan period. The SHMA has assessed affordable housing need as 437 affordable homes for rent and 215 affordable home ownership homes per year.
- 5.349 Affordable housing will be sought as a proportional percentage based upon site size, in line with the policy and this approach is considered achievable and supported by the whole plan viability assessment to ensure deliverability.
- 5.350 Whilst these thresholds do not provide for meeting the affordable housing need in full, affordable need is part of the overall total housing needs as calculated using the Government's standard method and this approach is also supported by the SHMA. The Council will seek to provide for the maximum affordable housing it can achieve utilising the planning and housing policy mechanisms available, and subject to viability and availability of funding.
- 5.351 All affordable housing delivered through developer led market housing secured by means of section 106 agreements should be delivered with nil public subsidy, unless otherwise agreed by the Council. Rural Exception affordable housing, or other 100% affordable housing, may potentially secure subsidy.
- 5.352 Affordable housing should be provided on-site. Off-site financial contributions will only be considered in exceptional circumstances, where it is demonstrated that it is not feasible to deliver the homes on-site.
- 5.353 The policy refers to either a dwelling or size site area threshold. The area of land is broadly equivalent to the size of site (excluding constraints) reasonably expected to deliver the number of dwellings in that step of the sliding scale,

¹⁰⁹ NPPF Dec 2023 Paragraphs 34, 63, 66-67

assuming an average density of development. The purpose of the equivalent site area threshold is to avoid an applicant being able to reduce the number of dwellings below a threshold purely in order to reduce the amount of affordable housing able to be sought, when in planning terms a higher number of dwellings could be appropriately accommodated.

- 5.354 A reduced affordable housing requirement may be agreed in exceptional circumstances, where the applicant can justify that to provide affordable housing in line with the thresholds and percentages in line with this policy in full, would make the scheme financially unviable. Applicants will be expected to agree to a viability assessment being scrutinised by an independent expert commissioned by the Council, and at the applicant's expense.
- 5.355 If through the thresholds, the total number of affordable units does not equate to a whole number, the number will be rounded up or down to the nearest whole unit.
- 5.356 The affordable housing provided will include both affordable rented and affordable home ownership. National policy¹¹⁰ is clear that First Homes need to be provided as part of affordable housing provision.
- 5.357 The Council will seek to achieve 25% First Homes on qualifying sites¹¹¹ and the remaining balance of the affordable homes will be split into 80% affordable or social rent, and 20% intermediate housing. The precise scale, type and form of provision or contribution on each site by affordable tenure, will be the subject of negotiation and informed by the market conditions and housing need at that time. For example, on a site generating 100 affordable homes the tenure split would be:

First Homes (25% of the total affordable dwellings) = 25 dwellings

Affordable/social rented 80% of the remaining balance of the affordable dwellings = 60

Intermediate housing (20% of the remaining balance of the affordable dwellings) = 15

- 5.358 Applicants will normally be required to enter into legal agreements to ensure that the housing is provided and retained. An enabling fee¹¹² will be charged

¹¹⁰ Written Ministerial Statement on Affordable Homes Update 24 May 2021 which contains policy on First Homes.

¹¹¹ First Homes are as form of discounted market tenure affordable housing for sale to first time buyers

¹¹² An enabling fee is payable by the affordable housing provider for housing enabling work undertaken by the Council where a Section 106 agreement is secured

for each new affordable dwelling that is secured through a S106 agreement, except for First Homes.

- 5.359 The inclusion of an element of specialist residential accommodation and facilities for older people within the affordable housing provision may be appropriate depending on the proposal. Proposals which include the provision of extra care accommodation, assisted living, or other form of retirement housing to be let or sold on the open market, are not exempt from the need to provide affordable housing in line with this policy.
- 5.360 Affordable housing should be designed and integrated with the provision of market housing to ensure the creation of mixed and inclusive communities. This should also consider the 'pepper potting' of affordable housing. The exception is block of flats, where a mixed tenure block can potentially cause management and leasehold issues. Integration can also be achieved by the use of materials, housing styles and dispersing affordable housing throughout the development. Further guidance is included within the Affordable Housing SPD.
- 5.361 [to be provided of designated and undesignated rural areas by parishes]

Policy HOU1: Affordable Housing

The Council will seek the provision of affordable housing to meet the needs of communities. The Council will negotiate on housing sites:

- a) **Within the Undesignated Area with a net gain of:**
 - **15 or more dwellings (or sites of 0.5ha or more) for a target of 40% of dwellings to be affordable;**
 - **10-14 dwellings (or sites of 0.34-0.49ha) for a target of 30% of dwellings to be affordable; and**
- b) **Within the Designated Rural Area with a net gain of:**
 - **15 or more dwellings (or sites of 0.5ha or more) for a target of 40% of dwellings to be affordable;**
 - **10-14 dwellings (or sites of 0.30-0.49ha) for a target of 30% of dwellings to be affordable;**
 - **6-9 dwellings (or sites of 0.22-0.29ha) a financial contribution equivalent to a target of 20% of dwellings to be affordable;**

and which is secured via a legal agreement.

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

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

Community Led Development

- 5.362 The policy aims to facilitate the delivery of affordable housing and other uses on sites in the countryside from proposals that are community led. This may also include market housing, other community facilities and infrastructure outside of settlement boundaries. The policy supports all the Borough's communities in bringing forward development, but which can potentially help the sustainability of rural communities. The scope and scale of the proposal should therefore reflect local need.
- 5.363 The policy is important in providing for an additional positive framework to neighbourhood planning mechanisms in the Localism Act 2011 that communities may wish to consider. This Act recognises that communities should have opportunities to take responsibility for promoting residential development in order to help support local services and facilities.
- 5.364 The issue of establishing or maintaining facilities, such as halls or shops, or meeting other community needs, is a challenge to many communities especially rural communities. Therefore, the policy can be applied to both those settlements identified in the hierarchy and smaller undefined settlements.
- 5.365 This policy allows for an alternative formal planning mechanism to deliver development that is either led by the community, or has significant community involvement and support, without the need to undertake a Neighbourhood Plan or Neighbourhood Development Order (NDO), where proposals are supported by appropriate evidence. Communities may therefore seek to bring forward housing, employment, or community facilities through working with landowners and developers, or through formal organisations such as a Community Land Trust, to deliver housing, community, infrastructure, or employment uses. The proposal may therefore be for a single use for example housing, or a combination of different uses to meet community needs and support local facilities. The proposals should be evidenced and comply with the policy accordingly.
- 5.366 The Council will support proposals initiated by the community, provided they are justified and have local support. These proposals should usually be brought forward by the parish council, or by bodies acting in partnership with, or supported by the parish council.

Exceptionally proposals can be led by interested parties provided that they can demonstrate that there has been extensive parish council and community involvement and the proposals are supported.

- 5.367 Evidence will be required from the parish council, or parties acting in partnership with the parish council, showing that there is a need for the development and that it will support the sustainability of the settlement through supporting the viability of existing community facilities and services. This should be identified through a parish plan or through other bespoke research. Where parish or village plans have been prepared, these should be used to inform and support proposals for development. Where Neighbourhood Plans are produced, they should be referred to, with the weight accorded to them determined by the stage reached, if they are not yet made.
- 5.368 The community benefits should be defined, and justification for the development should be comprehensive and demonstrate through evidence provided of how the proposed development would sustain existing community facilities and services where these exist, or deliver new ones which support the viability of existing facilities and services through its community benefits. It should also be demonstrated what additional benefit will be delivered by the development, beyond that which would otherwise already be achieved through existing section 106 planning obligations and/or the Community Infrastructure Levy (CIL).
- 5.369 The Council would need to be satisfied that the proposed site is appropriate for the development, in planning terms and that it is viable and deliverable, and that consideration has been given to all reasonable options.
- 5.370 Whilst the approach to community involvement may vary depending on location and nature of the proposal, the extent of community involvement and achieving community support will be a key consideration in justifying and in assessing the merits of the proposal. The local parish community as a whole must have been given appropriate opportunities to be involved significantly on an extensive basis throughout the whole process in preparing the proposals.
- 5.371 Both the extent of community involvement and support should be quantified and demonstrated, in addition to the approval of the parish council. It is expected that a majority of those who have engaged with the process, would be supportive of the proposed development. Details of the evidence required with regard to the involvement of the community and how this should be recorded and provided will be set

out in guidance alongside the Community Planning Toolkit. This will include a process checklist of what steps should be undertaken. Any proposal should be accompanied by that completed checklist as part of the supporting evidence to for the proposal.

5.372 The delivery of affordable homes and a mix of homes to meet local housing need will often be the main driver for a community led development proposal. For development that includes affordable housing, the mix of homes should meet the local housing needs, demonstrated through a Local Housing Needs Survey and/or the Housing Register. The affordable housing should be the predominant tenure and would be restricted in perpetuity to occupation by households in housing need and having a local connection as set out in [rural exception affordable housing policy].

5.373 Where market housing is also included, the mix of homes should meet the needs of the parish, supported by local evidence. Consideration should also be given to providing local people with a connection to the parish some priority over access to private market housing for an initial time limited period, prior to it being open to all potential purchasers.

Policy HOU2: Community Led Development

Community led development will be permitted if:

- a) **the proposal is supported by evidence that demonstrates there is a need for the development to maintain or enhance the economic, social and environmental sustainability of the settlement, through supporting the viability of existing facilities and services;**
- b) **the proposal can demonstrate how the delivery of the development's community benefits will support the viability of existing facilities and services (above and beyond what would otherwise be delivered through S106 planning obligations and/or the Community Infrastructure Levy);**
- c) **it is demonstrated that the local community has been involved and engaged throughout the process in the preparation of the proposal;**
- d) **it is demonstrated that the local community supports the proposal; and**

If for residential development;

- e) that this is for predominantly affordable housing and which through local evidence it is demonstrated meets the affordable housing need of the parish and local evidence and restrictions contained within [rural exceptions affordable housing policy]; and**
- f) it is demonstrated that the mix of any market housing to meet the housing needs of the parish is supported by local evidence.**

Community-led Exception Sites

5.374 The NPPF (December 2023) has included provision for the development of exception sites for community-led development, on sites that would not otherwise be suitable as rural exception sites. These should be instigated and taken forward by a not-for-profit organisation set up and primarily for the purpose of meeting the housing needs of its members and the wider local community, rather than being a primary commercial enterprise. They should not be larger than 1 hectare or exceed 5% of the size of the existing settlement, and can include one or more types of affordable housing. A proportion of market homes may be allowed at the local planning authority's discretion. The Council will consider how community-led exception sites should be implemented through either a review of the community-led development policy, or by a specific community-led exception sites policy at the next stage in the plan's preparation.

Rural Exception Affordable Housing

5.375 The aim of this policy is to support delivery of affordable housing on rural sites as rural exception sites (in settlement of less than 3,000 population) that are located outside of settlement boundaries which would not otherwise be permitted, in order to meet rural housing needs.

5.376 The policy is important in providing a mechanism for helping to provide small scale affordable housing in rural areas. The Council's Housing Strategy 2020-2025, aims to increase the supply of affordable homes in rural areas to meet local needs but delivering such housing can be challenging. The policy applies within Designated Rural Areas, and to

those settlements with less than 3,000 population in line with national policy.

- 5.377 NPPF para.82 makes provision for local plan policy to support rural exception schemes that provide affordable housing to meet identified housing needs. This also indicates that consideration should be given to whether to local planning authorities should allow for some market housing on rural exception sites which could assist in facilitating such sites coming forward.
- 5.378 The policy can be applied to both those settlements identified in the settlement hierarchy and those smaller undefined settlements, in order to help support rural communities. In order to justify affordable housing in the countryside, a local need for such housing within the parish would have to be clearly identified.
- 5.379 Sites delivered through this policy seek to address the needs of the local community by accommodating households who are either current residents, or have an existing family or employment connection to the parish, where they are unable to afford open market housing. The mix of dwellings will be guided by the identified need, as evidenced by a Local Housing Needs Survey (LHNS) and/or the Housing Register. Access to exception schemes will be limited in perpetuity to those who satisfy the tests of the policy. This will be controlled by a legal agreement.
- 5.380 Whenever possible, sites for affordable housing should be well related to community facilities and, where it exists, public transport. Sites away from settlements should be avoided unless supported by the parish council and local community. The Council would need to be satisfied that the site proposed is appropriate for the development and that all reasonable alternatives have been considered.
- 5.381 With regard to the potential inclusion of market housing, the NPPF includes the following reference: "A proportion of market homes may be allowed on the site at the local planning authority's discretion, for example where essential to enable the delivery of affordable units without grant funding." The inclusion of market homes within a rural exception scheme will only be supported where it constitutes the minimal proportion of the development and its inclusion is demonstrated as being the necessary maximum proportion in order to achieve viability. This should also be in proportion to the size of the development and with affordable housing remaining the predominant tenure.

Policy HOU3: Rural Exception Affordable Housing

Development for rural affordable housing will be permitted provided that:

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

- b) it is restricted in perpetuity to occupation by households with a member in housing need;**

- c) the proposed mix of housing meets the identified need;**

- d) an assessment of deliverable sites within the parish has been undertaken and informed the selection of the proposed site; and**

- e) where a proposal also includes open market housing to enable deliverability, that this is on the same site and demonstrated as being limited to the necessary maximum proportion of market housing in order to achieve viability, and is in proportion to the size of the development.**

Affordable housing should be the predominate tenure in any event.

First Homes Exception Affordable Housing

5.382 First Homes are a form of affordable housing which is a specific kind of discounted market tenure for sale to first time buyers. It is designed to promote wider home ownership.

- 5.383 This policy supports the delivery of affordable housing as First Homes on exception sites that are located outside of settlement boundaries which would not otherwise be permitted. The policy is important in providing a local policy for the delivery of exception sites for First Homes, as provided for by national policy¹¹³.
- 5.384 National policy states local authorities are encouraged to set policies which specify their approach to determining the proportionality of First Homes exception site proposals, and the sorts of evidence that they might need in order to properly assess this.
- 5.385 In Test Valley, as much of the Borough is a Designated Rural Area, exception sites for First Homes exception sites can only apply to land within the Undesignated Area. In the Designated Rural Area, delivery on exception sites will be through rural exception affordable housing only [Policy HOU3].
- 5.386 Proposals will be considered on a site-by-site basis taking into consideration the size of the proposed site against the size of the adjacent settlement. The size of the site should not exceed 1 hectare or 5% of the settlement size, whichever is smaller. The settlement size will be calculated as the area of the settlement as defined by the settlement boundary. Consideration will also be given to the cumulative size of First Home exception sites permitted for each settlement and within the Undesignated Area as a whole.
- 5.387 Proposals will also need to demonstrate evidence of need in the site location to justify the size of the development and will need to demonstrate that the development is sustainable in terms of its proximity to local transport networks and amenities.
- 5.388 Development for homes proposed through this policy should be delivered predominantly as First Homes, but a small proportion of market homes may be included within a first homes exception scheme where this would be necessary to ensure the viability of the development and would be in proportion to the size of the development.
- 5.389 The inclusion of other forms of affordable housing tenures could be included where it can be demonstrated that there is a local need, and it would assist viability or the sustainability of the development.

¹¹³ Written Ministerial Statement on Affordable Homes Update 24 May 2021 which contains policy on First Homes

Policy HOU4: First Homes Exception Affordable Housing

Development for First Homes affordable housing will be permitted provided that:

- a) The proposed development is on unallocated land outside of a settlement boundary in the Undesignated Area;**
- b) The proposed development is proportionate in size to the existing settlement and should not exceed a size threshold of 1 hectare or 5%¹¹⁴ of the size of the existing settlement, whichever is smaller;**
- c) Where a proposal also includes open market housing to enable deliverability, that this is on the same site and demonstrated as being limited to the necessary proportion of market housing in order to achieve viability and is in proportion to the size of the development; and**
- d) Where proposals include other forms of affordable housing, there must be evidence of local need and that it would assist with viability or the sustainability of the scheme.**

Provision of Housing to Meet Our Needs

5.390 It is important to ensure that new homes not only meet arising housing need, but that the type and mix are designed to meet the needs of the local community and provide for variety of needs taking account of the composition of households and their differing housing requirements.

5.391 This policy aims to deliver a mix of homes, by size, type and tenure (with a focus on size/number of bedrooms) to ensure that future housing meets the needs of arising households over the plan period, taking account of the composition of the existing housing stock. This will also include meeting the specific needs of older people and those who require specialist housing e.g. due to mental or physical disabilities.

5.392 The NPPF¹¹⁵ states that overall housing provision should include consideration of the size, type and tenure of housing needed for different groups, including older people and those who require

¹¹⁴ Based on Settlement Boundary or where no Settlement Boundary, approach to be discussed with the Council

¹¹⁵ NPPF Dec 2023 Paragraph 63

specialist housing. More generally, mixed communities and mixed-use sites are also encouraged.

5.393 The Test Valley Strategic Housing Market Assessment 2022 (SHMA) provides guidance on the overall mix of market and affordable housing to be planned for. It also provides figures for different types of housing taking account of types of households in the Borough, including for older people and specialist housing.

5.394 The SHMA recommends an overall mix to be achieved from new residential developments as a whole across the Borough, by categories of tenures: with a different approach to market and affordable housing:

Social/Affordable Rented Affordable Housing

1 bedroom 35%
 2 bedrooms 35%
 3 bedrooms 25%
 4+ bedrooms 5%

Affordable Home Ownership Affordable Housing

1 bedroom 20%
 2 bedrooms 40%
 3 bedrooms 30%
 4+bedrooms 10%

Market Housing

1 bedroom 5%
 2 bedrooms 35%
 3 bedrooms 40%
 4+ bedrooms 20%

5.395 Other available local evidence on housing needs may also be relevant and should be taken into account in informing the mix of homes for a particular local area, such as a Local Housing Needs Survey, or similar evidence prepared in the context of a Neighbourhood Plan.

5.396 To ensure the mix of housing is the most appropriate to best meet needs, this will be determined on a site-by-site basis. For affordable housing, account will also be taken of the housing register, and other relevant considerations, including demand for letting, management issues and affordability.

- 5.397 The policy is therefore not intended to set a prescribed mix to be provided on every individual site, but the mix should be determined taking account of the site, its size and its location. Not all sites may be appropriate to provide a full mix. For example, whilst larger greenfield sites could provide for a full and comprehensive mix, the mix on smaller sites and sites within settlements would be primarily influenced by the site's location and local context, including the character of the local area. The appropriate mix of homes should therefore be achieved from the total combined mix delivered from new residential development overall, from all sites in total.
- 5.398 For major developments¹¹⁶, in determining the mix of homes, this should make particular provision for those with specific housing needs, including older people and those who require specialist housing.
- 5.399 The overall mix should also provide for an appropriate density of development which makes efficient use of land, whilst being in keeping with the character of the local area.

Policy HOU5: Provision of Housing to Meet our Needs

Residential development will be permitted provided that it delivers a range of accommodation which reflects local needs, for both market and affordable housing, including suitable provision for:

- a) a mix of homes by: size (including number of bedrooms), type and tenure, which take account of the composition of the current housing stock, reflects the needs of newly forming households and local evidence; and**
- b) an appropriate form and density of development which makes efficient use of land; and**

For major development, provision for specific housing needs, including older people and those who require specialist housing, should be considered. This will need to take account of the location and accessibility of the site as relevant to the type of household occupiers.

Residential Space Standards

¹¹⁶ This applies to residential development for both Class C3 Dwellings and Class C2 Residential Institutions uses, both self-contained and communal establishment accommodation and both market and affordable

- 5.400 This policy aims to ensure that the internal space of housing is delivered to an appropriate standard.
- 5.401 The Government have set out technical standards for internal space of buildings which can be delivered through two approaches: Optional Building Regulations for High Accessibility Standards and the Nationally Described Space Standards (NDSS). The implementation of either approach is optional but in order to adopt these approaches, evidence and justification is required.
- 5.402 The Optional Building Regulations 2016 (Part M4) set out accessibility standards for dwellings. These are: the Part M4(2) Standard (accessible and adaptable homes) requirement which is met when a new dwelling provides reasonable provision for most people to access the dwelling and includes features that make it suitable for a range of potential occupants, including older people, individuals with reduced mobility and some wheelchair users; and the Part M4(3) Standard (wheelchair user dwelling) requirement which is achieved when a new dwelling provides reasonable provisions for a wheelchair user to live in the dwelling and have the ability to use any outdoor space, parking and communal facilities.
- 5.403 The Test Valley Strategic Housing Market Assessment (SHMA) 2022 identifies a clear need to increase the supply of accessible and adaptable dwellings and wheelchair user dwellings through the use of the Optional Building Regulations. The policy seeks for all new housing to meet Part M4(2) standard (accessible and adaptable). The policy also requires 10% of the market housing on major residential sites to be provided to meet Part M4(3)A adaptable and 10% of the affordable/social rented housing provided to meet Part M4(3)B accessible homes standard.
- 5.404 The NDSS identifies minimum dimensions and design criteria to make homes comfortable, safe and adaptable, to allow people to carry on everyday activities at ease. For homes created through permitted development, such as converting offices into homes, the NDSS are now mandatory. The SHMA provides evidence for Nationally Described Space Standards (NDSS), to be implemented. Including sufficient built-in storage.

Policy HOU6: Residential Space Standards

All new residential homes (including conversions) will be provided to Part M4(2) standard (accessibility) and Nationally Described Space Standards (NDSS) (size) or the Building Control space standard relevant at the time of determining the application.

The Council will negotiate on major residential sites, for the provision of 10% of market housing to be completed to Part M4(3)A adaptable homes standard and 10% of affordable/social rented housing to be completed to Part M4(3)B accessible homes standard (or Government equivalent), where there is a demonstrable need in the local area.

This requirement shall be provided across both open market and affordable housing.

Self-Build and Custom Build Housing

- 5.405 The NPPF requires planning policies to address the need for all types of housing, including people wishing to commission or build their own homes. Self-Build and Custom Build housing is defined as dwellings built or completed by (or commissioned by) an individual or association of individuals to be occupied as homes by those individuals. This policy aims to encourage Self-Build and Custom Build housing and to meet the demand identified on the Council's Self Build Register.
- 5.406 The Self Build and Custom Housebuilding Act 2015 and Housing and Planning Act 2016 require Council's to permit development of sufficient serviced plots to meet demand. To help establish demand for Self-Build and Custom Build plots within Test Valley, the Council is required to keep a register of individuals and groups who are seeking to bring forward a self-build project for their sole or main residence. The total number of entries on the Councils Self-Build register, identified from the Council's monitoring data as of end of March 2023, is 259.
- 5.407 Based on the demand on the Self Build register and evidence in the Strategic Housing Market Assessment (SHMA) 2022, there is a need for Self-Build and Custom-Build serviced plots in the Borough. The SHMA recommends that the Council could seek to adopt a general "encourage" policy for all sites, alongside a requirement for strategic sites to deliver a proportion of serviced plots. Based on this, the policy

requires strategic scale sites of 100 dwellings or more to provide Self-Build and Custom Build serviced plots.

- 5.408 The policy requires each serviced plot to be marketed for at least 24 months, commencing from when the serviced plot is available for purchase. If plots remain unsold after the marketing period, they can be developed for other types of housing. Where this is the case, the developer will need to provide robust evidence of appropriate marketing of the serviced plots during this timescale and agree this with the Council.
- 5.409 Conditions may be attached to outline planning permission to secure agreement of design codes for the development prior to the submission of the first Reserved Matters application.

Policy HOU7: Self-Build and Custom Build Housing

To support self-build and custom build housebuilding and meet local demand, on sites of 100 homes or more, at least 5% of dwellings will be made available as serviced plots for sale to self and custom builders.

Each serviced plot must be marketed for at least a 24-month period, commencing from when the serviced plot is available for purchase, in accordance with a marketing strategy and valuation approved by the local planning authority.

Where serviced plots remain unsold after the marketing period, serviced plots may be developed for housing other than as self-build and/or custom build homes.

Meeting the Needs of Gypsies, Travellers and Travelling Showpeople

- 5.410 We have a duty to meet the needs of all our communities, including the needs of different groups in the community. This includes the needs of Gypsies, Travellers and Travelling Showpeople communities. We do have a number of Gypsy, Traveller and Travelling Showpeople sites in Test Valley.
- 5.411 National planning policy for Gypsies, Travellers and Travelling Showpeople is set out in the Planning Policy for Traveller Sites 2015 (as amended). Its overarching aim is to ensure fair and equal treatment for travellers in a way that facilitates the traditional and nomadic way of life of travellers while respecting the interests of the settled community.

Needs Assessment

5.412 We have undertaken an assessment of the Borough's gypsy, traveller and travelling showpeople needs. This is set out in the Gypsy, Traveller and Travelling Showpeople Accommodation Assessment (GTAA) for the Borough (2021) This has informed our pitch targets for gypsies and travellers and plot targets for Travelling Showpeople.

5.413 The identified need is significantly higher than the previous GTAA undertaken in 2017. This is due in part to the successful interview response, which indicated that the previous study likely under-reported the need at that time. But also the small increase in the number of sites in the Borough since the last study. The figures are set out in Tables 5.X.

Table 1: Pitches for Gypsy & Traveller

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

**in addition to the 44 pitches there are 3 pitches that are needed to be met undetermined need. The GTAA recommends the application of the criteria based policy (HOUX) to determine applications to meet undetermined need.*

Table 2: Plots for Travelling Showpeople

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

5.414 To meet these targets and maintain a supply of Gypsy, Travellers and Travelling Showpeople's sites, we firstly considered whether existing sites can be expanded, intensified or regularisation of unauthorised sites. A Pitch Deliverability Assessment has been undertaken by consultants ORS to inform this. This 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.

5.415 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.

5.416 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 and is shown in Figure 5.4. 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.

5.417 This is a challenging situation as there is a lack of available and suitable sites to make sure we can meet the boroughwide needs. We are therefore undertaking a call for sites alongside the public consultation on the Local Plan 2040 to ensure all current available sites can be taken into account.

5.418 Following the call for sites we will consider the next options available to the Council to meet the boroughwide needs. This will include assessing all known available sites. 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.

Policy HOU8: Meeting the needs of Gypsies, Traveller and Travelling Showpeople

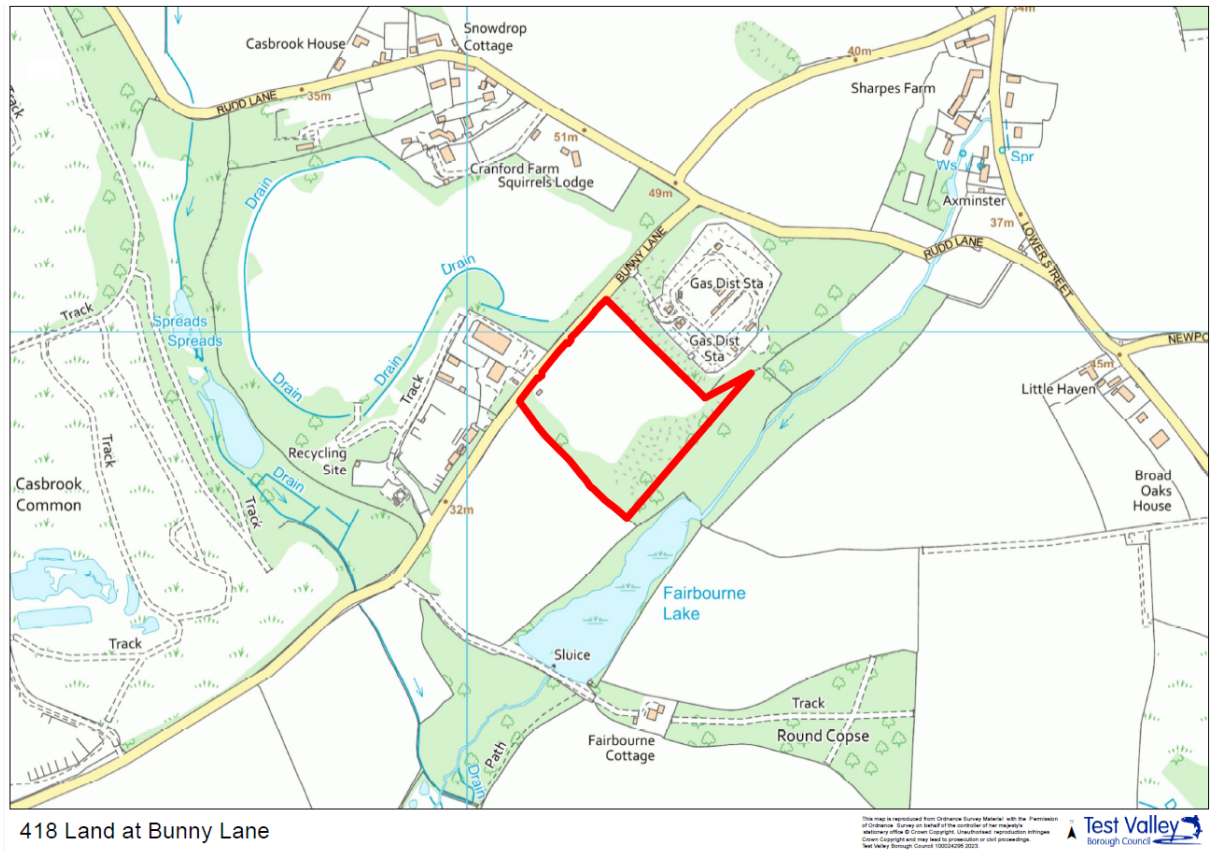
The borough need for gypsy and travellers is 44 pitches and for travelling showpeople is 25 plots.

The need will be met by a combination of sources, as follows:

- **Intensification of existing permanent sites**
- **Expansion of existing permanent sites**
- **Regularisation of unauthorised sites**
- **Site allocation at Land at Bunny Lane, Timsbury for 4 gypsy and traveller pitches**

Proposals will need to help meet the identified need and be in accordance with the Development Plan.

Figure 5.4: Land at Bunny Lane, Timsbury



418 Land at Bunny Lane

- 5.419 The criteria based policy is to enable gypsy, traveller and travelling showpeople applications to be determined in a way which facilitates the traditional and nomadic life of travelling communities while respecting the interests of the settled community and taking account of its relationship with the surrounding area.
- 5.420 There is a need for gypsy, travellers and travelling showpeople pitches and plots within the Borough, as evidenced in the GTAA 2021. This policy will ensure proposals for pitches or plots can be appropriately assessed to ensure harm is minimised whilst still enabling proposals to come forward. In addition, the Planning Policy for Traveller Sites requires criteria should be identified to guide allocations and windfall sites.
- 5.421 The Planning Policy for Traveller Sites identifies issues that need to be considered in determining applications including availability of accommodation, other personal circumstances and applications for sites from any travellers and not just those with local connections will be considered.

5.422 Proposals need to demonstrate they meet the definition of gypsy, travellers and travelling showpeople, and have access to services and facilities. The PPTS identifies the importance of access to education and health.

5.423 The site will need to be of a sufficient size to provide for all on site needs. The storage and servicing of vehicles is more relevant for travelling showpeople sites where mixed use sites are needed for storage of equipment.

5.424 Planning Policy for Traveller Sites is clear sites in rural areas should respect the scale of, and do not dominate, the nearest settled community and avoid placing undue pressure on the local infrastructure. This will be considered on a site-by-site basis in terms of the sites impact individually or cumulatively.

5.425 Proposals for gypsies, travellers and travelling showpeople will need to ensure they integrate appropriately with their surrounds, minimising impact and avoiding loss of trees including enhancing the environment and not enclosing a site. Proposals will also need to ensure they are not located in areas of high flood risk and adequate access is provided.

Policy HOU9: Gypsies, Travellers and Traveling Showpeople

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

- a) the potential occupants meet the definition of gypsies, travellers or travelling showpeople;**
- b) it is located where services and facilities are accessible; and**
- c) the site is of sufficient size to provide for accommodation; parking; turning and, where relevant, the servicing and storage of vehicles and equipment.**

Occupational Accommodation for Rural Workers in the Countryside

- 5.426 In order to maintain and encourage sustainable development in rural areas, housing should be located where it will enhance or maintain the vitality of rural communities. Included within this is occupational accommodation for rural workers in the countryside.
- 5.427 The NPPF sets out that it may be necessary, in exceptional circumstances, to permit residential accommodation for rural workers in the countryside to support the operational requirements of the business or where on-site presence assists in the operational requirements of the holding or business.
- 5.428 In considering whether a dwelling is essential for the rural business the following functional and financial factors will need to be satisfied:
- The strength of the business case and the extent of the financial support to deliver and sustain the proposal;
 - the dwelling is appropriately located and is no larger than is required to meet the operational needs of the business
 - The labour requirements of the business given its size and type of use.
 - The need for the worker to be accommodated on the business site and to be available at short notice at all times rather than living in a nearby centre or village and it is not possible for the business to run effectively without having the worker living on site
 - No one undertaking the essential functional work already lives at the business site, or insufficient provision exists if there is a functional need for more than one worker
 - Whether an existing accommodation unit is available either at the business or nearby and why it would not meet the needs of the worker and there is no possibility of adapting a building at the business site.
- 5.429 Where a dwelling is permitted it will be restricted to those employed for which the dwelling was originally permitted. The occupancy conditions of an agricultural or forestry worker's dwelling will include their dependants or those widowed and their partners. The size of the dwelling should be limited to meeting the reasonable needs of the intended occupant (s) and close to the business.

- 5.430 It is important to be able to show that the business is viable. A long-term view will be taken in assessing whether an operation is viable and has a clear prospect of remaining sufficiently viable.
- 5.431 A temporary rural worker's dwelling should take the form of a caravan or mobile home and will be permitted for no more than three years, after which the site should be restored. Permission will not be granted for the erection of a temporary rural worker's dwelling in a location where a permanent rural worker's dwelling would not be permitted.
- 5.432 The removal of an occupancy condition will only be considered if it can be demonstrated that the business no longer needs the dwelling for its operations. This should include contacting landowners and/or business involved in the use for which the dwelling was permitted, in the vicinity of the dwelling to establish whether they require further accommodation. Evidence that it has been on the market, and advertised widely, for a minimum of six months at a price reflecting the occupancy condition will be required.

Policy HOU10: Occupational Accommodation for Rural Workers in the Countryside

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

- a) **Where the proposal is linked to a new business in the countryside:**
- i) the proposal is for temporary accommodation for a period of three**
 - ii) there is an essential functional need for the dwelling demonstrated through evidence of the operational needs of the business.**

 - iii) financial evidence has been submitted demonstrating the viability and financial soundness of the business**

 - iv) the occupancy of the dwelling is restricted to those employed in the activity for which the dwelling was originally permitted; and**

- v) there is no other suitable and available existing accommodation within the area.

- b) Where the proposal is linked to an existing business which has been established for three years or more:
 - i) there is an essential functional need for the dwelling demonstrated through evidence of the operational needs of the business.

 - ii) financial evidence has been submitted demonstrating that the business is viable and established

 - iii) an existing dwelling, either on or closely connected to the business which would have been suitable, has not been sold separately from the unit or in some other way alienated from it within the past five years;

- c) There is no other suitable and available alternative existing accommodation within the area and;

- d) The occupancy of the dwelling is restricted to those employed in the activity for which the dwelling was originally permitted

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

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

Existing Dwellings and Ancillary Residential Development in the Countryside

5.433 The aim of this policy is to ensure that the impact of extensions of existing dwellings or the creation and extension of ancillary residential

development in the countryside is minimised. The NPPF places importance on local character, surrounding built environment and landscape setting. .

- 5.434 Residential extensions and ancillary residential developments can be for various purposes or activities such as for a hobby room, utility room or workshop, or as a residential annexe for dependent relatives or domestic household staff.
- 5.435 Proposals for the extension or creation of ancillary residential developments should be located within the curtilage of the existing residential plot. This is to prevent intrusion into the countryside.
- 5.436 The size and design of the proposal should respect the existing dwelling and not result in the property becoming more visually intrusive in the countryside. The Council will consider the size of the proposal compared with the existing dwelling, the size of the resultant building and whether it would be out of scale with its plot.
- 5.437 The bulk, scale, height, massing, materials, prominence and design will be critical in terms of the proposals impact. The proposal should not be located or designed where they would be capable of severance from the original dwelling Residential extensions should not give the impression of, or involve major reconstruction of the original building or lead to greater intensification of use and must respect local building features, styles and materials. Replacement dwellings in the countryside are covered by Policy HOU12.
- 5.438 The cumulative impact of incremental extensions can significantly alter the impact of the original dwelling over time. In considering an application for an extension, account will be taken of previous extensions to the property in order to assess the cumulative impact.

Policy HOU11: Existing Dwellings and Ancillary Residential Development in the Countryside

Proposals for the extension of existing dwellings or other ancillary residential development will be permitted provided that:

- a) it is located within the curtilage of the existing residential plot to avoid any unnecessary intrusion into countryside land.
- b) the size and design of the proposal would not be more visually intrusive in the landscape to that of the existing dwelling, taking into account any previous extensions to the property, and not unduly harm the rural character of the countryside; and
- c) it is not used for any other purpose other than the incidental enjoyment of the existing dwelling or as a residential annexe to the dwelling;
- d) the design is in keeping with the existing dwelling.

Replacement Dwellings in the Countryside

- 5.439 The aim of this policy is to ensure that the impacts of replacement dwellings in the countryside are minimised regarding their impact upon their surroundings, the wider landscape and the character of the countryside.
- 5.440 Existing dwellings within the countryside may be subject to proposals to replace them, however this is limited to those which are not the subject of a temporary permission.
- 5.441 A replacement dwelling should be on the original site, within the curtilage of the existing residential plot to prevent works in the open or undeveloped countryside.
- 5.442 The policy is seeking to avoid dwellings that are disproportionate to the original dwelling and curtilage of the residential plot. This includes dwellings that are excessive in scale or massing and thereby physically and visually intrusive. A replacement dwelling would be more visually intrusive if it does not assimilate with the surrounding countryside or example, the landform, existing trees, buildings, slopes and other natural features and is not visually linked or sited to cluster with an established group of buildings.
- 5.443 The replacement dwelling should not have a detrimental visual impact on its surroundings. Insensitive design or siting can have an adverse impact on the character of the countryside. It is important that replacement dwellings respect the local context, both in terms of materials and design. The rural nature should be maintained by

preventing the over development of sites and a material visual intrusion into the countryside.

- 5.444 The new dwelling should not have a materially larger impact than the dwelling it replaces in terms of design, size, scale, materials, landscaping and site characteristics and the relationship to adjoining buildings and the surrounding area. The impact of a replacement dwelling is likely to increase with its size especially in relation to its impact on surroundings.
- 5.445 The assessment of impact should include views from a distance as well as from the immediate neighbourhood. This is particularly important where the dwelling is situated in the Area of Outstanding Natural Beauty, or in a Gap between Settlements defined in the Local Plan. Proposals should take account of local and traditional elements of design, including advice in any relevant village design statement or supplementary planning guidance.
- 5.446 Proposals should demonstrate using a landscape scheme, how proposed landscaping will enable development to integrate positively within the landscape, and retain and/or enhance the rural nature of the locality. Natural landscape features, such as native hedges, bushes and trees, which are in keeping with the countryside character will be preferred. This policy should be read in conjunction with Policy X.

Policy HOU12: Replacement Dwellings in the Countryside

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

- a) the existing dwelling is not currently the subject of temporary permission; and**
- b) The replacement building is within the curtilage of the existing residential plot; and**
- c) the size and siting of the proposal would not be disproportionate to the original dwelling or curtilage of the existing residential plot; and**

- d) the replacement dwelling would not be more visually intrusive in the landscape than the existing dwelling and would not unduly harm the rural character of the countryside by virtue of design, prominence, height, scale, bulk, materials, or landscaping.**

Economy, Employment and Skills

Introduction

- 5.447 Test Valley is part of a wider sub-regional and regional economy. It is important that employment land, including a varied supply of high-quality premises is provided in the right places with appropriate infrastructure to meet our needs. An opportunity for the Local Plan 2040 will be to seek to build on the current strengths in the local economy and facilitate appropriate future levels of provision at the most suitable and sustainable locations. This will help our economy and workforce to be prepared to adapt and benefit from future opportunities.
- 5.448 The policies included in this theme are the retention of employment land to ensure our needs can be met and providing a mixture of types of employment land. Policies on appropriate employment development in the countryside, tourism and skills and training.

Retention of Employment Land and Strategic Employment Sites

- 5.449 There are a large number of employment sites in Test Valley which provide for a range and choice of variety of site by size, location and type of employment use. These are located both in urban areas in the larger settlements and rural area and offer different opportunities, including those which provide for multiple businesses in different employment use classes and those with restrictions to particular use, taking account of the needs of specific sectors and location
- 5.450 This policy aims to ensure that existing employment land and strategic employment sites are retained for employment uses to ensure the strong and robust local economy in Test Valley continues to thrive.
- 5.451 The NPPF requires planning policies to support the building of a strong and competitive economy, taking into account both local business needs and wider opportunities for development¹¹⁷. This includes protecting viable employment land that is necessary for existing businesses to operate but also enabling businesses to grow as they need to.

¹¹⁷ NPPF Dec 2023 paragraphs 85 – 86

- 5.452 The Council has undertaken a number of economic studies, including the Economic, Employment and Commercial Needs Study, 2021; the Test Valley Employment Needs Further Analysis Study 2023; and the Test Valley Economic Assessment and Forecasts, 2023, which all support the retention of employment land and also the importance of enabling businesses to grow and flexibility to ensure the economic needs of the Borough can be met over the plan period.
- 5.453 This policy applies to all existing employment land and designated Strategic Employment Sites. A few of these sites are further protected for specific employment uses reflecting the nature and status of the sites e.g. Nursling Estate and University of Southampton Science Park.
- 5.454 Employment uses are those B use class employment uses derived from the Town and Country Planning (Use Classes) Order Guide 1987 (as amended). These are currently: B2 General Industrial (use for industrial process other than one falling within class E(g) (previously class B1) (excluding incineration purposes, chemical treatment or landfill or hazardous waste)) and B8 Storage or Distribution. Employment uses can also include Sui Generis uses where the employment use is the primary use and employment floorspace is required to enable the business to function efficiently.
- 5.455 On strategic employment sites, existing employment sites, allocated employment sites, or sites with planning permission for employment use, the development or redevelopment of land and premises for an alternative use will be permitted, subject to demonstration that the economic need is no longer required, development is compatible with neighbouring uses and that consideration is given to the character and amenity of the area.
- 5.456 In addition, on identified strategic employment sites, as set out on the Policies Map, development would need to demonstrate that there is no detrimental impact on the continued primary use of the site for employment.
- 5.457 Applicants are expected to undertake a marketing exercise of sufficient robustness, including the potential for alternative

employment uses, to demonstrate that an alternative use is acceptable.

Policy EC1: Retention of Employment Land and Strategic Employment Sites

On strategic employment sites, existing employment sites, allocated employment sites, or sites with planning permission for employment use, the development or redevelopment of land and premises for an alternative use will be permitted where it can be clearly demonstrated that:

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

Strategic employment sites will be prioritised for employment uses. In addition to the above criteria being satisfied, development for an alternative use will be permitted provided that:

- e) it would not have a significant detrimental impact upon the continued primary use of the site for employment.**

Re-use of Buildings in the Countryside

5.458 This policy seeks to enable appropriate re-use of buildings in the countryside, taking account of the significant area of the Borough which is rural and the opportunities which the alternative use of existing buildings can provide, particularly for the benefit of the rural economy.

5.459 There is a national requirement for planning policies to enable sustainable growth and expansion of business in rural areas and that in the countryside, the re-use of redundant or disused buildings may be appropriate including where proposals enhance their setting.

Employment uses can require only minor alterations to the structure or exterior of a building, helping to maintain its traditional appearance in a rural context and its original character, particularly in the case of buildings of historic or architectural merit. Policy ENV 2 may also be pertinent.

5.460 This policy ensures the re-use and conversion of existing buildings are prioritised in the retention of rural economic floorspace (including tourism) before a change to residential use is allowed. Evidence of appropriate marketing, including the potential for alternative employment uses, will need to be demonstrated. Development also needs to respect the character of the countryside, landscape and setting of the building.

5.461 The retention of buildings that are not in keeping with their rural setting or which are visually intrusive will be discouraged. Proposals for alternative uses that require the creation of new ancillary buildings, activities or extensions will be considered on their merits and with careful regard to their impact on the surrounding countryside.

Policy EC2: Re-Use of Buildings in the Countryside

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

- a) the building is a permanent structure, is structurally sound and suitable for conversion without substantial rebuilding, extension or alteration; and**
- b) the proposal would not result in the requirement for another building to fulfil the function of the building being converted; and**
- c) the proposed use is restricted primarily to the building; and**
- d) the development would preserve or enhance its immediate setting, including the historic environment, the**

character of the local landscape and local building styles and materials and local building styles and materials.

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

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

Rural Diversification and Employment Sites in the Countryside

5.462 Reflecting the rural nature of the Borough, there is a specific role that the rural based economy plays in Test Valley. The rural areas account for about 19% of employment in Test Valley. This policy enables employment development and rural diversification on existing employment sites in the countryside, where appropriate.

5.463 The NPPF¹¹⁸ sets out that policies should enable the sustainable growth and expansion of business in rural areas through the conversion of existing buildings and well-designed new buildings; as well as enabling the development of diversification of agricultural and other land based rural businesses. It also recognises that to meet local business and community needs, these might have to be found adjacent to or beyond existing settlements.

5.464 Redevelopment, extension of buildings or erection of new buildings on existing employment sites for employment use or rural diversification, will need to be contained within the existing site. Development must be well related to any retained buildings and not to include outside storage where visually intrusive and does not respect the character of the countryside, landscape and setting.

5.465 Development for rural diversification will need to demonstrate that it is ancillary to, and related to, an existing business enterprise and that it is to help maintain the viability of the rural enterprise.

¹¹⁸ NPPF Dec 2023 Paragraphs 88 – 89

5.466 For clarity, rural businesses relate to all types of businesses within rural areas i.e., outside of the settlement boundaries.

Policy EC3: Rural Diversification and Employment Sites in the Countryside

Development proposals for existing businesses, including the redevelopment, extension of buildings or erection of new buildings on existing employment sites in the countryside for employment use will be permitted provided that:

- a) it is contained within the lawful employment site; and**
- b) there is a proven need for such development in terms of business opportunity or operational requirements; and**
- c) the scale of development is appropriate in the proposed location; and**
- d) the proposal makes use of existing buildings wherever possible; and**
- e) it does not include outside storage where this could be visually intrusive.**

Where new or replacement buildings are required, they should be well related to any existing or retained buildings.

Development proposals for rural diversification for existing rural businesses will be supported provided that the proposal is ancillary to, and related to, the primary existing business enterprise.

Tourism

5.467 There is a strong relationship between the quality of the built and natural environment in Test Valley and the attraction of the Borough to visitors. This reflects the predominantly rural nature of the Borough.

5.468 The Council seeks to encourage visitors to the Borough, but also recognises that a balance needs to be struck with regards to protecting the high quality environmental, historic and cultural assets

of the Borough. It is recognised that in order to sustain Test Valley as a visitor destination and to encourage long stay visitors, it is necessary to protect, but also enable further visitor accommodation

5.469 The NPPF¹¹⁹ sets out that planning policies should enable sustainable rural tourism and leisure developments which respect the character of the countryside. The Council has undertaken evidence including the Tourism Review, 2023 recommendations, which identifies a high visitor day spend in the Borough and the Test Valley Hotel Market Fact File, 2019, which identifies that the demand for hotel accommodation is likely to continue to grow across the Borough.

5.470 Development of tourist facilities will need to be located within a settlement, in the first instance; or where it is in the countryside, the proposal utilises existing tourist facilities and buildings. Proposals within the countryside for extensions or new buildings should form part of an existing tourist facility.

5.471 Where a countryside location is required and the proposal does not form part of an existing facility, development will need to be in close proximity to other facilities and services, where there is the opportunity for linked trips to other facilities and services without significant travel by private car; and proposals avoid significant change to the rural character of the area.

5.472 In the case of seasonal structures, touring caravans and campsites that are temporary in nature, these should not have an adverse impact on the surrounding landscape.

5.473 To protect against the loss of existing tourist provision, any proposals for loss are required to demonstrate that the facility is no longer required or economically viable, through an appropriate marketing exercise for a six-month period.

Policy EC4: Tourism

¹¹⁹ NPPF Dec 2023 paragraph 88

Development proposals for tourist development and tourist accommodation will be permitted provided that:

- a) the proposal is located within a settlement; or**
- b) where the proposal is in the countryside, it utilises an existing building and meets the requirements of Policy EC2 (reuse).**

Proposals for extensions or new buildings within the countryside should form part of an existing tourist facility.

Proposals for new tourist accommodation, which does not form part of an existing facility, will be permitted where:

- c) the site is located in close proximity to other facilities and services; and**
- d) the proposal would avoid significant change to the rural character of the area.**

In the case of seasonal structures or touring caravans and camping sites that are temporary in nature, these will not have an adverse impact on the surrounding landscape.

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

Skills and Training

5.474 New development can provide an opportunity to support the enhancement of skills and training and the provision of apprenticeships within the local community increasing its benefits to the local economy and reflecting its impact of large scale development and the jobs it generates on the local labour market.

5.475 The Council works with applicants to secure developments that will improve the economic, social and environmental conditions of an area¹²⁰. This can be supported through improving skills and training in the local area. New development that meets the relevant triggers will be required provide an Economic Skills Plan (ESP) or a financial contribution where relevant.

¹²⁰ NPPF Dec 2023 Paragraph 38

5.476 The Economic Strategy for Test Valley (2017 – 2019 and beyond) and Interim Economic Development Strategy (January 2021), provide evidence to support the implementation of the policy.

5.477 A Client Based Approach¹²¹ will be used which provides guidance on the expectations of Employment and Skills Plans and sets out a number of requirements which all Employment Skills Plans must meet.

5.478 The thresholds identify an appropriate scale of development for there to be a significant impact on the labour market and a level at which ESPs will be required. A financial contribution will be required on major non-residential development where this will generate a significant impact on the labour market. This financial contribution will be secured towards training schemes to grow the local workforce and offset the impact on a tight labour market. Training schemes will be targeted at a specific sector within the local (town wide) area. For example the Andover Skills Fund has provided grants to local businesses.

5.479 The Council has declared a Climate Emergency and through this work is keen to support the Green Economy through a focus on skills associated with this sector. The Council will encourage the provision of jobs which support the Green Economy through Employment Skills Plans.

Policy EC5: Skills and Training

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

¹²¹ Test Valley Borough Council is a member of the Construction Industry Training Board (CITB). CITB are the Industry Training Board and a partner in the Sector Skills Council for the construction industry in England, Scotland and Wales. CITB facilitates and supports the contractor-led National Skills Academy for Construction. The Client-Based Approach is a product of the Academy and presents an industry solution to embedding employment, skills and Apprenticeships into the procurement of construction works.

An Employment and Skills Plan will be required on residential and commercial development of:

- **50 residential dwellings or more**
- **1,000 sqm of commercial space**

The Employment and Skills Plan must meet the requirements of the Construction Industry Training Board's Client Based Approach (or equivalent).

Sustainable Transport and Movement

Introduction

- 5.480 Increasing the opportunities and associated infrastructure for active and sustainable travel, well-designed and sustainable development has a role to play in supporting the need to reduce harmful impacts on the climate by lowering carbon emissions through less car use. Putting opportunities to walk, wheel or cycle are the forefront of active travel supports reducing health inequalities and contributes to increasing levels of physical activity and the associated benefits of social interaction and mental well-being.
- 5.481 It is anticipated that transport and movement will evolve in response to the challenges presented by climate change, which the preparation of the Local Plan 2040 will need to respond to.
- 5.482 The policies in this theme include supporting sustainable and active transport in developments, ensuring transport impacts are appropriately assessed and setting parking standards.

Active and Sustainable Travel

- 5.483 Active travel and sustainable transport is critical to the design of a development in determining how the site will function in terms of travel patterns and needs to be factored in early in the design and masterplanning work of a development. The Local Transport Plan 4 (LTP4) proposes to move away from the “predict and provide” model of increasing the capacity of the road network to accommodate a predicted increase in cars and car movements. Instead, it focuses on creating healthy streets by reducing the need to travel and instilling the opportunity for walking, cycling and public transport as the preferred choice of travel.
- 5.484 As a predominantly rural Borough, some of the Borough’s settlements have limited access to public transport therefore getting around by car is likely to be a necessity for many to access work, education, services and leisure facilities. In rural areas there is less opportunity for short journeys and greater uptake of public transport, particularly for older and socially isolated rural residents. In rural areas, development should be focussed where residents are able to access local facilities which can help sustain rural villages and settlements.

- 5.485 The needs of pedestrians, cyclists, those with mobility impairments and users of public transport should be prioritised by providing good quality infrastructure to ensure access to key services and facilities in neighbouring areas, such as local shops, schools and areas of recreation, are safe, easy to navigate and convenient through the provision of good quality and wellconnected infrastructure.
- 5.486 In designing new developments, safe and suitable internal layouts and access to the highway network should be provided. An internal layout that is permeable, whereby non-car users are able to easily and conveniently travel within the development and between surrounding areas, without encountering barriers to movement, both physical and perceptual, is essential. This is to ensure walking and cycling trips are shorter than car trips where possible and facilitate a greater uptake of walking and cycling. An important consideration in promoting active travel is the provision of good quality, convenient and safe cycle parking in line with the Policy TR3: Parking Standards.
- 5.487 Local Cycling and Walking Infrastructure Plans (LCWIPs) promote walking and cycling as the primary means of making local journeys and focus on facilitating utility journeys, such as commuting to work or travel to school. There are two LCWIPs covering Test Valley and development will be expected to contribute towards the delivery of the measures identified in the LCWIP, where they are relevant and linked to the development, to enhance the routes identified in the LCWIPs enabling active and sustainable travel.
- 5.488 New, enhanced or extended pedestrian, cycle and equestrian infrastructure, which can include the Public Rights of Way network, is important in connecting new development with the existing communities. This is particularly important in rural locations to enable connectivity between communities using the Rights of Way network, or where feasible, creating opportunities for enhancing the existing highway network by providing quiet roads or alternative traffic free routes to complement the existing Rights of Way network.
- 5.489 Where new accesses or additional use of existing access(es) or minor roads are required, the Highway Authority will need to be satisfied that it is safe and that the appropriate visibility for all highway users can be provided. Enhancement to accesses and junctions should be designed

to prioritise the safe and convenient movement of pedestrians, cyclists and public transport.

5.490 Good accessibility and access to a high quality and efficient public transport network is essential to support new development and ensure that it is sustainable, enabling the community to access key services and facilities easily and without always needing a car. This includes improvements to and access to buses routes, bus stops and train stations. Where new developments that increase the demand for public transport, consideration will be given to potential improvements to services and infrastructure, although financial contributions towards supporting bus services will not be supported.

5.491 The Council will work closely with Hampshire County Council as the highways authority, National Highways, and other transport organisations, such as Network Rail to help promote good access to high quality, sustainable modes of travel within and from new developments.

Policy TR1: Active and Sustainable Travel

Development will be permitted provided that:

- a) **The layout and design seeks to prioritise movement via sustainable modes, incorporating active and sustainable travel routes that connect to surrounding areas and the wider network;**
- b) **Harmful impacts of new development are avoided, minimised or mitigated on the highway network, rights of way network, and for pedestrian, cycle or public transport users;**
- c) **Access can be made safe, accessible, attractive and functional in connecting and integrating with the highway network and linking to public transport, services and facilities, including pathways, cycleways and the Public Rights of Way network;**
- d) **Where appropriate, financial contributions are secured towards infrastructure off-site that has been identified through Local Cycling and Walking Infrastructure Plans (LCWIPs); and**

Convenient cycle parking and storage are provided in line with the Council's parking standards and design guidance.

Assessing Transport Impacts

- 5.492 Travel decisions and behaviour can be significantly influenced by a number of factors. Research shows that long term travel choices are formulated within the first few weeks of occupation for both residential and commercial development. These can include awareness of the choices available; the availability and accessibility of associated information about using them and their potential benefits; and the availability of parking at the journey's origin and destination.
- 5.493 Assessing the potential impact of travel generated by development proposals identifies opportunities for sustainable transport modes to be taken up through a series of incentives and measures to mitigate the impact on the transport network.
- 5.494 Transport Assessments (TA) or Transport Statements (TS) will be requested for development depending on its anticipated scale and impact on the transport network. Hampshire County Council as Highway Authority sets out the scale and nature of development where a transport assessment will be required.
- 5.495 The scope of the TA or TS is agreed by the Council as Local Planning Authority and Highway Authority. The Highway Authority have identified a trigger of 50 dwellings ¹²²at which a Transport Assessment will be required, but the Highway Authority may request a Transport Assessment for smaller development if it is considered a development is likely to have an impact on the highway network due to its location or nature of use. It should be noted that the threshold may change based new or emerging government guidance.
- 5.496 A Travel Plan may also be required to address impact identified in the TA or TS. Travel Plans seek to reduce the impact of additional traffic movements and mitigate the effects of development proposals by encouraging the use of walking, cycling, public transport and journey sharing as a first choice. This can be achieved through the provision of specific facilities, opportunities and incentives to users, and include

122 <https://www.hants.gov.uk/transport/developers/transportassessments>

tools to promote and increase the use of sustainable transport that help reduce the need for car travel and associated parking.

- 5.497 To reflect the diverse nature of the Borough, different measures may be required depending on the location and existing services and facilities linked to the development. Town centre proposals may include low-car or car free development and measures and in rural areas, development proposals may need to consider flexible and demand responsive transport services and community-based shared mobility schemes where conventional public transport is limited or not available.
- 5.498 Development should sufficiently demonstrate that there is no adverse effects upon the safety and efficiency of the public highway network for all users, either in isolation or through appropriate mitigation.
- 5.499 Where necessary, planning obligations will be sought to ensure practical solutions and measures are in place to support new residents and businesses but also to avoid adverse impacts of new development on existing communities.

Policy TR2: Assessing Transport Impacts

Where development is likely to generate significant amounts of traffic, development will be permitted provided that:

- a) **A Transport assessment or statement is provided to identify and assess the demand for travel created and its likely effects;**
- b) **Demand for travel by active and sustainable modes is prioritised through the provision of appropriate infrastructure or measures identified in a Travel Plan; and**
- c) **Timely and phased delivery of infrastructure to serve development.**

Parking Standards

- 5.500 Test Valley has higher than average level of car ownership than the rest of Hampshire. The rural nature of the Borough means there can be limited availability of public transport, and thus travel by car is essential for some communities. However, some areas, particularly in

parts of Andover, 40% or more of households do not have access to a car meaning that the need for parking to accommodate all modes of transport across the Borough will vary.

- 5.501 Parking standards required in new development are intended to strike a balance between the need for providing the right amount of parking and achieving the overarching objective of less reliance on the need to travel by private car. Poorly located parking or provision below the standard may have an impact on the adopted highway which will be assessed by the Highway Authority.
- 5.502 Local Transport Plan 4 (LTP4) sets out guiding principles to reduce the dependence on the private car and create a transport system that supports high quality, prosperous places and puts people first. In terms of hierarchy, the focus is on prioritising the movement of people by cycling and wheeling¹²³. It is important that parking provision delivers good facilities for cyclists, those with mobility issues and other non-car modes of transport, particularly where there is greater opportunity to walk, cycle, scoot or take public transport as a first choice mode of travel.
- 5.503 Parking for vehicles should be high quality and designed in a practical way such that residents will want to use their designated parking space. It should be located and designed to be safe, secure, accessible and convenient in accordance with the Council's parking standards which will be reviewed prior to the Regulation 19 stage of the local plan process. Car parking should have a clear relationship between the spaces and the associated dwelling or use, be attractive and avoid dominating the street scape or impede movement for non-car modes.
- 5.504 Consideration will be given to the provision of parking that is below the standard, such as in town centres, areas with high levels of local facilities, active travel infrastructure, car clubs or where there is regular public transport. This will need to be justified and supported with evidence, such as a transport assessment, that it will not have an adverse impact on the surrounding area or result in parking elsewhere. This should be supported by a Travel Plan where appropriate. Consideration will also be given to the provision of

123 For example, bicycle, scooter, mobility scooter

parking to conserve the setting of a designated heritage asset or conservation area.

- 5.505 The design and layout of parking in accordance with the parking standards should be considered early in the concept and masterplanning stages of development proposals, including taking into account impacts on heritage assets. Cycle and vehicular parking should be delivered in line with the Parking Standards, relevant design policies in the Local Plan 2040 and the National Model Design Code.

Policy TR3: Parking

Development (including change of use and conversions) will be required to provide parking in accordance with the standards set out in the Council's adopted parking standards.

Parking provisions, including secure cycle, motorcycle and mobility scooter parking, should be conveniently and safely located for users and well designed in accordance with other relevant policies in the Local Plan 2040.

Residential parking provisions below the standards will be considered:

- a) where there is likely to be low demand for parking, this should be supported by a Travel Plan where appropriate;**
- b) where there are significant heritage or urban design issues;**
- c) where any parking off site is appropriately controlled.**

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

Glossary

Affordable housing:

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

Ancient and/or veteran tree

A tree which, because of its age, size and condition, is of exceptional biodiversity, cultural or heritage value. All ancient trees are veteran trees. Not all veteran trees are old enough to be ancient, but are old relative to other trees of the same species. Very few trees of any species reach the ancient life-stage.

Area of Outstanding Natural Beauty:

An area designated of national importance for its distinctive character and natural beauty. They are designated by Natural England as an Area of Outstanding Natural Beauty (AONB). AONBs are protected under the National Parks and Access to Countryside Act 1949 and this protection is further enhanced by the Countryside and Rights of Way Act 2000 (CroW2000). The North Wessex Downs AONB covers part of Test Valley. On the 22 November 2023, the North Wessex Downs AONB was re-named as the North Wessex Downs National Landscape.

Climate change adaptation:

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

Climate change mitigation:

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

Community Infrastructure Levy (CIL):

A levy that local authorities can choose to charge on new development. The charges are related to the size and type of the new development. The money collected can be spent on funding infrastructure that the Council has identified as being required.

Corporate Plan:

A plan that sets out the Council's vision and priorities. It provides the Council's direction and focus for activities and services. The current Four-year (corporate) Plan 2023-2027 'A Place for Everyone – Supporting our Communities to Thrive' was approved in April 2023.

Custom build home:

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

Development Plan:

The Development Plan is made up of the Development Plan Documents for Test Valley and the Minerals and Waste Plans produced jointly by Hampshire County Council,

Portsmouth and Southampton City Councils and the New Forest and South Downs National Park Authorities. It also includes Made Neighbourhood Development Plans.

Development Plan Document (DPD):

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

Duty To Co-operate (DTC):

The Duty to Co-operate was created in the Localism Act 2011. It is a legal duty on local planning authorities, county councils and public bodies to engage constructively, actively and on an ongoing basis on strategic cross boundary matters in relation to local plans.

Evidence base:

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

Green infrastructure:

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

Gypsies and Travellers:

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

Housing Market Area (HMA):

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

Infrastructure Delivery Plan (IDP):

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

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

Local Green Spaces:

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

Local Development Scheme (LDS):

The Local Development Scheme sets out the approach and timetable the Council will follow in the preparation and adoption of planning policy documents. The Council is required to keep the LDS up to date. The LDS was approved in November 2023 and is available on the Planning pages of the Council's website.

Local Plan:

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

Major Development: For housing, development where 10 or more homes will be provided, or the site has an area of 0.5 hectares or more. For non-residential development it means additional floorspace of 1000m² or more, or a site of 1 hectare or more, as otherwise provided in the Town and Country Planning (development Management Procedure) (England) Order 2015.

National Planning Policy Framework (NPPF):

The NPPF set out national planning policy for plan making and decision taking. The NPPF was first published in 2012, with revised versions published in 2018, 2019, 2021, and twice in 2023.

Nature Based Solutions:

Actions or approaches to conserve, sustainably manage, and restore natural or modified ecosystems that also address social and / or economic challenges effectively, therefore providing wellbeing, economic and biodiversity benefits simultaneously.

Nature Recovery Network:

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

Neighbourhood Plan:

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

Partnership for South Hampshire (PfSH):

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

Planning Practice Guidance (PPG):

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

Self build home:

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

Statement of Common Ground (SoCG):

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

Statement of Community Involvement (SCI):

This sets out the standards which authorities will achieve with regard to involving local communities in the preparation of planning documents and decisions on planning applications. The Test Valley SCI can be viewed on the Planning pages of the Council's website.

Strategic Housing and Economic Land Availability Assessment (SHELAA):

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

Strategic Housing Market Assessment (SHMA):

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

Suitable Alternative Natural Greenspace (SANG):

A type of greenspace that is designed to mitigate for the potential recreational impacts arising from new development on certain nature conservation designations.

Sustainable Drainage System (SuDS):

These are approaches that are designed to mimic the natural drainage of surface water. They are generally designed to manage both flooding and pollution risks associated with rainfall and water runoff. Typically, they seek to manage rainfall close to where it falls.

Appendices

Appendix 1: Adopted Local Plan 2016 Policies to be replaced by Local Plan 2040

Adopted Local Plan Policy 2016	Local Plan 2040 Draft Policies
Delivering Sustainable Development	
SD1: Presumption in Favour of Sustainable Development	No
Local Communities	
COM1: Housing Provision 2011 – 2029	SS3: Housing Requirement
COM2: Settlement Hierarchy	SS1: Settlement Hierarchy SS2: Development in the Countryside
COM3: New Neighbourhood at Whitenap, Romsey	No
COM4: New Neighbourhood at Hoe Lane, North Baddesley	No
COM5: Residential Development at Park Farm, Stoneham	No
COM6: New Neighbourhood at Picket Piece, Andover	No
COM6A: New Neighbourhood at Picket Twenty, Andover	No
COM7: Affordable Housing	HOU1: Affordable Housing
COM8: Rural Exception Affordable Housing	HOU3: Rural Exception Affordable Housing
COM9: Community Led Development	HOU2: Community Led Development
COM10: Occupational Accommodation for Rural Workers in the Countryside	HOU10: Occupational Accommodation for Rural Workers in the Countryside
COM11: Existing Dwellings and Ancillary Domestic Buildings in the Countryside	HOU11: Existing Dwellings and Ancillary Domestic Buildings in the Countryside
COM12: Replacement Dwellings in the Countryside	HOU12: Replacement Dwellings in the Countryside
COM13: Gypsies, Travellers and Travelling Showpeople	HOU8: Meeting the needs of Gypsies, Travellers and Travelling Showpeople HOU9: Gypsies, Travellers and Travelling Showpeople
COM14: Community Services and Facilities	COM2: Community Services and Facilities
COM15: Infrastructure	COM1: Delivering Infrastructure

Adopted Local Plan Policy 2016	Local Plan 2040 Draft Policies
Local Economy	
LE1: University of Southampton Science Park	SA13: University of Southampton Science Park
LE2: South of Benham Campus, University of Southampton Science Park	SA13: University of Southampton Science Park
LE3: Land at Whitenap, Romsey	No
LE4: Land south of Brownhill Way, Nursling	No but covered under EC1: Retention of Employment Land and Strategic Employment Sites
LE5: Land at Bargain Farm, Nursling	No but covered under EC1: Retention of Employment Land and Strategic Employment Sites
LE6: Land at Adanac Park, Nursling	SA14: Land at Adanac, Nursling
LE7: Nursling Estate	SA15: Nursling Estate
LE8: Extension to Walworth Business Park	No but covered under EC1: Retention of Employment Land and Strategic Employment Sites
LE9: Andover Airfield Business Park	No but covered under EC1: Retention of Employment Land and Strategic Employment Sites
LE10: Retention of Employment Land and Strategic Employment Sites	EC1: Retention of Employment Land and Strategic Employment Sites
LE11: Main Town Centre Uses	TC1: Main Town Centre Uses
LE12: Ground Floor Uses in Romsey	SA3: Romsey Town Centre Uses
LE13: Ground Floor Uses in Andover	NA3: Andover Town Centre Uses
LE14: Mixed Development at George Yard/Black Swan Yard	No
LE15: Stockbridge Local Centre	SA17: Stockbridge Local Centre
LE16: Re-Use of Buildings in the Countryside	EC2: Re-Use of Buildings in the Countryside
LE17: Employment Sites in the Countryside	EC3: Rural Diversification and Employment Sites in the Countryside
LE18: Tourism	EC4: Tourism
Environment	
E1: High Quality Development in the Borough	DES1: Delivering of Sustainable and High-Quality Design DES2: Design Detail and Considerations
E2: Protect, Conserve and Enhance the Landscape Character of the Borough	ENV3: Landscape Character
E3: Local Gaps	ENV4: Local Gaps

Adopted Local Plan Policy 2016	Local Plan 2040 Draft Policies
E4: Residential Areas of Special Character	DES3: Residential Areas of Special Character
E5: Biodiversity	BIO3: Biodiversity Net Gain
E6: Green Infrastructure	BIO4: Green Infrastructure
E7: Water Management	CL4: Water Use and Management
E8: Pollution	ENV5: Pollution
E9: Heritage	ENV1: Historic Environment ENV2: Development Affecting Heritage Assets
Leisure, Health and Wellbeing	
LHW1: Public Open Space	HE1: Open Space and Recreation HE2: Existing Open Space
LHW2: Ganger Farm, Romsey	No.
LHW3: Forest Park	SA16: Forest Park
LHW4: Amenity	ENV7: Amenity
Transport	
T1: Managing Movement	TR1: Active and Sustainable Travel TR2: Assessing Transport Impacts
T2: Parking Standards	TR3: Parking Standards
T3: Park & Ride at Bargain Farm, Nursling	No
Community Safety	
CS1: Community Safety	DES1: Delivering of Sustainable and High-Quality Design
Education and Learning	
ST1: Skills and Training	EC5: Skills and Training

Appendix 2: List of Strategic and Non-Strategic Policies

Chapter	Policy	Strategic or Non Strategic Policy
Chapter 3: Spatial Strategy	Spatial Strategy	
	SS1: Settlement Hierarchy	Strategic
	SS2: Development in the Countryside	Strategic
	SS3: Housing Requirement	Strategic
	SS4: Rural Housing Requirement	Strategic
	SS5: Neighbourhood Plan Numbers	Strategic
	SS6: Meeting the Housing Requirement	Strategic
	SS7: Employment Land Requirement	Strategic
	SS8: Meeting the Employment Land Requirement	Strategic
	SS9: Delivery, Monitoring and Contingency	Strategic
Chapter 4: Test Valley Communities	NA1: Andover Town Centre	Strategic
	NA2: Delivering High Quality Development in Town Centres	Strategic
	NA3: Andover Town Centre Uses	Strategic
	NA4: Housing Allocation at Land South of London Road	Strategic
	NA5: Housing Allocation: Land at Manor Farm, Andover	Strategic
	NA6: Housing Allocation: Land at Bere Hill, Andover	Strategic
	NA7: Housing Allocation: Land east of Ludgershall	Strategic
	NA8: Housing Allocation: Land South east of Ludgershall	Strategic
	NA9: Employment Allocation: Land south of Thruxton Aerodrome	Strategic
	NA10: Thruxton Aerodrome	Strategic
	SA1: Romsey Town Centre	Strategic
	SA2: Delivering High Quality Development in Town Centres	Strategic
	SA3: Romsey Town Centre Uses	Strategic
	SA4: Housing Allocation: Land South of Ganger Farm	Strategic
	SA5: Housing Allocation: Land South of Bypass, Romsey	Strategic
	SA6: Housing Allocation: Land at Velmore Farm, Valley Park	Strategic
	SA7: Housing Allocation: Land to north of King Edward Park	Strategic

Chapter	Policy	Strategic or Non Strategic Policy
	SA8: Employment Allocation: Land at Upton Lane	Strategic
	SA9: Employment Allocation: Land Adj to Abbey Park (both sites)	Strategic
	SA10: Employment Allocation, Land South of Botley Road, Romsey	Strategic
	SA11: Employment Allocation: Land at Test Valley Business Park, North Baddesley	Strategic
	SA12: Employment Allocation: Kennels Farm, Science Park Extension	Strategic
	SA13: University of Southampton Science Park	Strategic
	SA14: Land at Adanac, Nursling	Strategic
	SA15: Nursling Estate	Strategic
	SA16: Forest Park	Strategic
	SA17: Stockbridge Local Centre	Strategic
Chapter 5: Theme Based Policies (Development Management Policies)	CL1: Countering Climate Change	Strategic
	CL2: Flood Risk	Strategic
	CL3: Sustainable Buildings and Energy Use	Non-strategic
	CL4: Water Use and Management	Non-strategic
	CL5: Renewable Energy and Low Carbon Energy	Non-strategic
	COM1: Delivering Infrastructure	Strategic
	COM2: Community Services and Facilities	Non-strategic
	TC1: Main Town Centre Uses	Strategic
	ENV1: Historic Environment	Strategic
	ENV2: Development Affecting Heritage Assets	Non-strategic
	ENV3: Landscape Character	Strategic
	ENV4: Local Gaps	Strategic
	ENV5: Pollution	Non-strategic
	ENV6: Lighting	Non-strategic

Chapter	Policy	Strategic or Non Strategic Policy
	ENV7: Amenity	Non-strategic
	BIO1: Conservation and Enhancement of Biodiversity and Geological Interest	Strategic
	BIO2: International Nature Conservation Designations	Strategic
	BIO3: Biodiversity Net Gain	Strategic
	BIO4: Green Infrastructure	Strategic
	BIO5: Trees and Hedgerows	Non-strategic
	HE1: Open Space and Recreation	Non-strategic
	HE2: Existing Open Space	Non-strategic
	HE3: Access to the countryside	Non-strategic
	DES1: Delivering of Sustainable and High-Quality Design	Strategic
	DES2: Design Detail and Considerations	Non-strategic
	DES3: Residential Areas of Special Character	Non-strategic
	DES4: Public Art	Non-strategic
	HOU1: Affordable Housing	Strategic
	HOU2: Community Led Development	Non-strategic
	HOU3: Rural Exception Affordable Housing	Non-strategic
	HOU4: First Homes Exception Affordable Housing	Non-strategic
	HOU5: Provision of Housing to meet our needs	Non-strategic
	HOU6: Residential Space Standards	Non-strategic
	HOU7: Self Build and Custom Build Housing	Non-strategic

Chapter	Policy	Strategic or Non Strategic Policy
	HOU8: Meeting the needs of Gypsies, Travellers and Travelling Showpeople	Non-strategic
	HOU9: Gypsies, Travellers and Travelling Showpeople	Non-strategic
	HOU10: Occupational Accommodation for Rural Workers in the Countryside	Non-strategic
	HOU11: Existing Dwellings and Ancillary Domestic Buildings in the Countryside	Non-strategic
	HOU12: Replacement Dwellings in the Countryside	Non-strategic
	EC1: Retention of Employment Land and Strategic Employment Sites	Strategic
	EC2: Re-Use of Buildings in the Countryside	Non-strategic
	EC3: Rural Diversification and Employment Sites in the Countryside	Non-strategic
	EC4: Tourism	Non-strategic
	EC5: Skills and Training	Non-strategic
	TR1: Active and Sustainable Travel	Strategic
	TR2: Assessing Transport Impacts	Non-strategic
	TR3: Parking Standards	Non-strategic

Appendix 3: General Requirements for Strategic Site Allocations

The housing and employment site allocation policies have identified a range of site specific requirements. These site specific requirements are set out in the site allocation policies (for residential and employment development). In addition to these site specific requirements, the following list of 'General Requirements' includes criteria which will need to be considered for all sites.

The 'General Requirements' refer to relevant strategic and development policies from the Local Plan 2040 and other key issues which may apply. This avoids the site-specific policies duplicating requirements.

The draft Infrastructure Delivery Plan (IDP) has been prepared which identifies infrastructure requirements to support the delivery of the Local Plan. The site specific policies, general requirements and IDP should be read alongside each other. Ongoing engagement on the IDP and delivery of the Local Plan will be undertaken including with infrastructure providers and developers.

The Council will continue to work closely with stakeholders through the remaining stages of plan preparation and at the planning application stage to ensure that all key policy and infrastructure requirements are effectively addressed.

These 'General Requirements' have been informed by relevant documents including, Infrastructure Delivery Plan, Sustainability Appraisal, Habitats Regulations Assessment, Landscape Sensitivity, Strategic Flood Risk Assessment, Local Gaps Study, Water Cycle Study, Transport Assessment, and Viability Assessment.

Subject to viability testing, all housing site allocations will be required to consider the following and where relevant for employment and gypsy and traveller site allocations:

Strategic Requirements

- Comprehensive site-wide master plans will be prepared and agreed with the Council to deliver high quality and sustainable development. The master plan is intended to provide a high-level framework to inform how the site could be developed but also to enable flexibility at the planning stage.
- The master plan will cover broad location, quantum of development, range of employment uses, form and design of development, site access and provision of key infrastructure.
- The approach to sustainable modes of transport should be clearly set out and demonstrated, including details of how the need to travel by private car for local journeys has been reduced, 20 minute neighbourhood principles and how infrastructure to embed active travel has been taken into account in the design. As

part of the master plan process the design and layout of developments will adopt a hierarchy approach to site access where priority is given to establishing pedestrian and cycle access and access to public transport connections. The masterplan must take into account relevant Hampshire County Council guidance.

- Have regard to, and contribute towards, the aims and objectives of any Made Neighbourhood Development Plans.

Housing

- Residential development will be required to provide 40% affordable housing in accordance with Policy HOU1.
- Residential development will be required to deliver an appropriate housing mix in line with Policy HOU1.

Design

- Development should achieve a high quality of design in accordance with the principles set out in Policies DES1-2
- Housing should be designed at densities that are appropriate for the location and in accordance with a site wide master plan.
- Housing should be designed according to the residential space standards set out in Policy HOU6
- Housing should be designed according to the standards for sustainable construction and energy use as set out in Policy CL3

Historic Environment

- Development should preserve and enhance designated and non-designated heritage assets and their settings in accordance with Policies ENV1 - ENV2
- Heritage Impact Assessments will be required for sites which are close to designated and non designated heritage assets or their settings. Heritage Impact Assessments will include a proportionate assessment of the impact on nearby heritage assets and their settings. It will assess the significance of the heritage assets likely to be affected and identify any harm which could arise from the development. It will include reference to appropriate mitigation measures, to minimise any potential harm, and highlight the potential public benefits.
- Where development includes or has the potential to include heritage assets with archaeological interest (below or above ground), an assessment of the archaeological potential of the site will be required in accordance with Policy ENV2. This will include an appropriate desk-based assessment, and where necessary, a field evaluation. The scope of any field evaluation should be agreed with the Council in advance, and a Written Scheme of Investigation provided prior to any site investigations taking place.

Social and Community Facilities

- Residential development will be required to contribute towards enhancing education capacity (early needs, special education needs, primary and secondary) in accordance with Policy COM1.
- Any new schools will be located to maximise the potential for pupils to walk and cycle, make provision for attractive routes through the wider development (including links to surrounding areas) and designed to accommodate school buses where required.
- Residential development will be required to provide public open space and recreational facilities in accordance with Policy HE1.
- Contribute towards public art in accordance with Policy DES4
- Residential development will be required to provide community facilities, both non-profit and commercial to meet the daily needs of residents, on site where feasible. Alternatively, contribute towards the improvement of existing community facilities in accordance with Policy COM1.
- Residential development will be required to contribute towards healthcare provision and leisure provision in accordance with Policy HE1 and COM1.

Landscape and Green Infrastructure

- A proportionate Landscape Appraisal (LVA) will be required or, where an Environmental Impact Assessment necessitates, a Landscape and Visual Impact Assessment (LVIA) will be required¹²⁴. The LVA or LVIA will be required to assess the landscape impact of the proposal and inform the location, design of development and landscaping strategy.
- The Council's Landscape Sensitivity Study will need to be considered including the guidance and recommendations for the sites.
- New development should contribute to the improvement and expansion of the green infrastructure network
- Where trees, including those protected by Tree Preservation Orders (TPOs), may be impacted by development, a Tree Assessment of TPOs and trees on and adjoining the sites will be required.
- Development will be required to conserve and enhance the landscape and scenic beauty of the New Forest National Park and the North Wessex Downs National Landscape¹²⁵

Biodiversity and Geodiversity

- Relevant habitats and species surveys should be carried out to ensure compliance with Policy BIO1-3.
- Appropriate mitigation will be provided in accordance with Policy BIO1-2 to mitigate the impact of nutrients on Special Protection Areas (SPAs) and Special Areas of Conservation (SACs) for residential development and overnight

¹²⁴ This is set out in the General Landscape and Visual Impact Assessment Guidance (GLVIA3 or successive guidance).

¹²⁵ Formerly referred to as Areas of Outstanding Natural Beauty (AONB).

accommodation in the relevant catchment. Nutrient budget calculations will inform the scale of mitigation needed. The Council will work with developers and other relevant stakeholders to establish how this mitigation will be delivered.

- Appropriate mitigation will be secured to address likely significant effects on international nature conservation designations in accordance with Policy BIO2.
- Development should achieve a net gain in biodiversity in accordance with Policy BIO3.
- Appropriate mitigation, which may include buffer zones, will be required where development is near to or could adversely impact Sites of Special Scientific Interest (SSSI), Local Nature Reserves (LNRs), Sites of Importance to Nature Conservation (SINC) and irreplaceable habitats including ancient woodland¹²⁶.

Highways Transport and Travel

- The Council has undertaken transport modelling for the Local Plan area to assess the impact of the proposed site allocations on the highway network. This concludes there is no significant impact from the proposed sites. However appropriate mitigation will be considered further to inform the Regulation 19 document.
- Developments will be required to contribute towards the vision set out in Local Transport Plan 4 (LTP4) for a carbon neutral, resilient and inclusive transport system designed around people.
- Developments will be required to connect to footpaths, cycleways and Public Rights of Way and enhance connections to the wider network.
- A Transport Assessment will be required in accordance with Policy TR1-2.
- A Travel Plan will be submitted seeking to establish improvements in active travel links to the site such as paths, cycleway, public rights of way access and public transport.
- Improvements to transport infrastructure will be required in accordance with Policy TR1-3. This may include the requirement for contributions for improvements to highway infrastructure, including active travel infrastructure or junction improvements, and potentially improvements to public transport infrastructure. This may take the form of a financial contribution.

Environmental Health

- Investigate potential impacts associated with former land use, noise and air pollution to ensure that land is safe and suitable for intended use in accordance with Policy ENV5 -6.

Flood Risk

¹²⁶ Where possible, a buffer zone should contribute to wider ecological networks and be part of the green infrastructure of the area. A buffer zone should consist of semi-natural habitats such as woodland and a mix of scrub, grassland, heathland and wetland. The proposal should include creating or establishing habitat with local and appropriate native species in the buffer zone.

- A Flood Risk Assessment / surface water drainage strategy, based on data contained in the Council's latest Strategic Flood Risk Assessment and guidance from the Lead Local Flood Authority, will be required in accordance with Policy CL2. The Council encourages engagement with the Environment Agency and Lead Local Flood Authority at this stage using their pre-application processes.
- Sustainable Drainage principles and methods should be used to drain surface water from the development in accordance with Policy CL2.
- A strategic approach may be needed in considering surface water flooding for the sites as set out in Policy CL2.

Utilities

- Proposals will need to demonstrate that there is adequate water and wastewater capacity to serve the development. Engagement with the relevant water companies will be required.
- The Water Cycle Study provides evidence on where infrastructure requirements will be needed. This needs to be considered to ensure sufficient capacity is provided.
- Liaison with water, gas and electricity providers to ensure that appropriate works are carried out to ensure that sufficient network capacity is provided will be required.
- Any required permits from the Environment Agency will need to be obtained
- Further assessments will also be undertaken regarding any additional improvements in services such as broadband.
- Where overhead powerlines cross a development site, this will influence the layout and design of development. Submission of an appropriate strategy regarding approach to onsite powerlines will be required. The Council's Landscape Character Assessment recommends undergrounding powerlines on development sites.
- Where water mains cross a site, the condition and status will need to be investigated to inform a strategy to address easements or diversion.

Minerals and Waste

- A number of the sites fall within a minerals consultation area. A Mineral Resource Assessment will be required on sites that are either partially or wholly within a Minerals Consultation Area. Consideration should be given to the relevant requirements in the Hampshire Minerals and Waste Plan, including *Policy 15: Safeguarding - mineral resources*. Engagement will be needed with Hampshire County Council.

Appendix 4: Open Space Typologies

Parks and Gardens

Parks are highly visible and highly valued spaces, which can set the quality standards for an urban centre. Parks are often formally laid out with lawns, flower beds, paths, shrubs and trees and can be categorised for their historical significance. Parks are generally centrally located and provide key venues for high profile events which draw people from the local community. Landscaping would typically take the form of seasonal bedding schemes, trees and shrubs with facilities for children's play, bowling greens, tennis courts, kiosk/café, bandstands and sculptures and memorials. Examples of this type of Green Space are Vigo Recreation Ground in Andover and Romsey War Memorial Park. Parks and Gardens will only be secured on applications which are within or adjacent to the Tier 1 settlement boundaries.

Informal Open Space

Informal Open Spaces are generally located in residential areas and are highly valued spaces, they provide important visual and recreational benefits, they help to shape and define the character of the neighbourhood and make space for informal recreation. These spaces fulfil a varied function with activities such dog walking, informal ball games etc. and will often include the equipment for play, exercise and wheeled sports. Examples of Informal Open Space are Lavington Gardens in North Baddesley and Casterbridge Lane in Weyhill. Areas of Informal Open Space may include areas of longer grass and will have a different standard of maintenance compared to parkland. Informal open space must be a minimum of 0.2 hectares.

Children and Teenagers

Play takes a variety of forms and can combine a host of opportunities such as games in the street, exploring a woodland setting to exciting adventurous dynamic equipped play areas and everything in between. Play provides a way to interact, exercise, learn and develop with the range of experiences offered which should be aimed at challenge. Provision for children and teenagers must be provided in areas which are easily accessible and with good levels of surveillance. They will include play equipment such as slides, climbing frames, basketball hoops and table tennis tables. A variety of equipment should be provided in each site to provide a range of play options.

Allotments

Allotments provide spaces for members of the public to have access to a space for planting. Allotments should be well laid out with an accessible path providing access to each plot, secure (including suitable gates and fences), have a water supply and adequate parking. Relevant guidance on allotments is provided by the National Allotment Society.

Sports Facilities

Sports Facilities may take the form of outdoor or indoor facilities. They will provide an area of space for a sport identified accordance with the relevant guidance. Outdoor sports facilities will include facilities for sports such as football, rugby, cricket and athletics. Indoor sports facilities will provide spaces to be used for indoor sports such as swimming pools, badminton and squash courts. Sports facilities are a town-wide provision and contributions will be secured towards improving or replacing existing facilities, or providing new facilities to meet an identified need in the local area for that sport. This will be identified in the Council's Sports Facilities' Strategy and Playing Pitch Strategy.