



Sustainability Appraisal (SA) of the East Hampshire District Joint Core Strategy



SA Report Addendum

August 2013

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INTRODUCTION

1 INTRODUCTION

- 1.1.1 URS is commissioned to undertake an independent Sustainability Appraisal in support of the East Hampshire District Local Plan: Joint Core Strategy (JCS) 'making' process. The JCS, once adopted, will set a long-term strategy for the District (to 2028), focused on shaping and guiding development and spatial change more generally.
- 1.1.2 Plan-making is currently in the latter stages. The plan was 'submitted' to Government in 2012 and then subsequently 'examined' by a Government appointed Planning Inspector. The Planning Inspector's preliminary note¹ raised a number of issues that remain to be addressed and, as such, the examination is now suspended until October 2013 so that East Hampshire District Council (EHDC) and the South Downs National Park Authority (SDNPA) can undertake further work.
- 1.1.3 This further work has now been undertaken, and a process of Sustainability Appraisal (SA) has been undertaken alongside. SA is a legally required² process that must be undertaken alongside plan-making with a view to fully considering and communicating likely sustainability effects and hence achieving the best plan. Specifically, in this instance, SA has involved:
- Appraising 'reasonable alternatives' - with a view to informing preparation of a Schedule of Proposed Modifications ('Proposed Modifications') to the JCS as previously submitted; and
 - Appraising the Proposed Modifications - with a view to informing plan finalisation.
- 1.1.4 **This SA Report Addendum** essentially –
- 1) Explains the 'appraisal of reasonable alternatives' step that has been undertaken as part of the process of preparing the Proposed Modifications; and
 - 2) Presents the appraisal of the Proposed Modifications
- 1.1.5 This SA Report Addendum also presents some further information besides. The need to present certain information is reflected in the structure of the document.

1.2 Structure of this SA Report Addendum

- 1.2.1 This SA Report Addendum is structured in four 'Parts' –
- **Part 1** – summarises the 'scope' of the SA
 - i.e. the sustainability problems, issues and objectives that have been used as 'benchmarks' for the appraisal of alternatives / the Proposed Modifications.
 - **Part 2** – answers the question 'What has plan-making / SA involved up to this point?'
 - i.e. explains how the Proposed Modifications were prepared subsequent to and in-light of SA of reasonable alternatives.
 - **Part 3** – answers the question 'What are the appraisal findings at this current stage?'
 - i.e. in relation to the Proposed Modifications
 - **Part 4** – considers next steps

¹ Available [online] @ <http://www.easthants.gov.uk/ehdc/planningpolicy.nsf/webpages/Joint+Core+Strategy+-+Further+Work+2013>

² The Planning and Compulsory Purchase Act 2004 established a requirement for a process of Sustainability Appraisal to be carried out alongside plan-making. The centrality of SA to Local Plan-making is emphasised in the National Planning Policy Framework (NPPF, 2012). It is a requirement (established in the NPPF) that SA is undertaken in-line with the procedures prescribed by the Environmental Assessment of Plans and Programmes Regulations 2004, which were prepared in order to transpose into national law the EU Strategic Environmental Assessment (SEA) Directive.

PART 1: WHAT'S THE SCOPE OF THE SA?

2 INTRODUCTION (TO PART 1)

2.1.1 This is Part 1 of the SA Report, the aim of which is to introduce the reader to the scope of the SA. In particular, and as required by the Regulations³, this Chapter answers the series of questions below.

1. What's the Plan seeking to achieve?
2. What's the sustainability 'context'?
3. What's the sustainability 'baseline'?
4. What are the key issues that should be a focus of SA?

2.1.2 Section 2.3 answers (1) by listing the JCS objectives and identifying the issues raised by the Planning Inspector at the JCS Examination that have been a focus of 'modification-making'.

2.1.3 (2), (3) and (4) are answered in Sections 2.4 – 2.6. Each question is answered for the following 15 sustainability 'topics':

- Population
- Health
- Employment and Economy
- Transport and Accessibility
- Crime and Safety
- Housing
- Cultural Heritage
- Climate
- Air
- Soil
- Water
- Biodiversity
- Landscape
- Waste
- Material Assets

2.2 Consultation on the scope

2.2.1 The Regulations require that: '*When deciding on the scope and level of detail of the information that must be included in the report, the responsible authority shall consult the consultation bodies*'. In England, the consultation bodies are Natural England, The Environment Agency and English Heritage.⁴ As such, these authorities were consulted on the scope of the JCS SA in **October 2007**. Furthermore, these authorities were recently (**April 2013**) presented with a 'Scoping Update' document for their comment. All three authorities responded with views on how the SA scope (as previously agreed) should be updated to ensure that it is fit for purpose, i.e. to reflect up-to-date understanding of sustainability issues and the fact that current appraisal work is focused on 'Proposed Modifications' (and alternatives to the Proposed Modifications) only.

³ Environmental Assessment of Plans and Programmes Regulations 2004

⁴ In-line with Article 6(3) of the SEA Directive, these consultation bodies were selected because '*by reason of their specific environmental responsibilities, [they] are likely to be concerned by the environmental effects of implementing plans and programme*'.

3 WHAT IS THE PLAN SEEKING TO ACHIEVE?

The SA Report must include...

- An outline of the contents and main objectives of the plan and the relationship of the plan with other relevant plans and programmes.

3.1.1 As described in Chapter 1:

- Plan-making at the current time essentially involves preparing modifications to the JCS as 'submitted' in 2012.
- The process of 'modification-making' has primarily focused on developing a preferred approach in relation to two key issues: 1) How much housing growth should there be?; and 2) Broadly where should this growth go?

3.1.2 The preferred approach, as set out by the modifications, must be in-line with established JCS objectives, which are as follows:

- Sustainable economic development
 - To maintain a sustainable, buoyant local economy designed to provide jobs to meet residents needs and improve the quality of life in East Hampshire, but always within the constraints of the local environment;
 - To plan for the District's town and village centres to provide a range of facilities and services that meet the needs of local communities;
 - To maximise the value of sustainable tourism while minimising environmental impacts and acknowledging that within the National Park tourism will be subordinate to the protection of the natural beauty, wildlife and cultural heritage of the area.
- Sustainable communities
 - To plan for sufficient land to be available for sufficient homes to be built in the District. Within the National Park development should be focussed on local needs;
 - To make the most efficient use of land and the existing housing stock so that everyone has the opportunity to live in a decent, sustainably constructed and affordable home, which is capable of being adapted to changing personal needs;
 - To promote safe, sustainable communities by ensuring an appropriate housing mix, taking account of the needs of identified groups in various settlements, and utilising good quality design to reflect town and village design statements and the characteristics of individual settlements;
 - To provide the opportunities for a high quality of life for everyone, enhance the well-being of people and reduce inequalities in health;
 - To improve access to all facilities and services particularly in rural areas;
 - To promote opportunities for vocational training;
 - To design development that reduces the opportunities for crime and the fear of crime;
 - To provide and retain a range of high quality open space, sport and recreation facilities;
 - To actively encourage people to make healthy lifestyle choices including opportunities to increase the level of physical activity and participation in sports and recreation;
 - To promote multi-functional and cost effective green infrastructure in urban and rural areas including closer working with rural enterprises, farming and forestry.

- Natural and built environment
 - To make best use of land in sustainable settlements to minimise the impact of development upon the countryside;
 - To ensure that any decisions or activities relating to land within, or affecting the setting of, the South Downs National Park meet the relevant Park purposes as set out in statute;
 - To conserve and enhance landscape quality, distinctiveness and character in the wider landscape;
 - To conserve and enhance designated sites and natural habitats whilst creating networks of habitats and wildlife corridors to encourage adaptation to climate change;
 - To conserve and enhance the District's attractive built and historic environment, including heritage sites, conservation areas, listed buildings and important open areas;
 - To plan for new development to be built to a high quality that promotes the use of sustainable resources in developments, in particular to minimise waste, increase energy efficiency in new and existing developments and to maximise the proportion of energy generated from renewable sources within environmental constraints;
 - To protect and enhance water quality, water supply and groundwater and minimise the risk of flooding in the District;
 - To prevent development resulting in unacceptable levels of air, noise, land, light or other pollution and to ensure that new development is adequately protected against such pollution;
 - To address the causes of climate change and ensure that the District is able to adapt to it within environmental constraints.
- Transport and access
 - To reduce the need to travel, particularly by car, through careful planning of development and the location of services, whilst recognising that the car will remain part of the mix of transport modes, particularly for those in the rural areas;
 - To improve accessibility to all services, particularly for those who may need them most, but are least able to access them;
 - To increase the use of public and community transport, cycling and walking where travel remains necessary.

3.1.3 It should be noted that the 2012 JCS also includes objectives for Whitehill & Bordon; a location for major change in line with an established 'Eco-town' vision.

3.2 What's the plan not seeking to achieve?

It is important to emphasise that the plan-making is a 'strategic' exercise, i.e. a process that omits consideration of some detailed issues in the knowledge that these can be addressed further down the line (through work to plan for 'site allocations' and then subsequent work to determine planning applications for particular sites). The strategic nature of plan-making is reflected in the scope of the SA.

4 WHAT'S THE SUSTAINABILITY 'CONTEXT'?

The SA Report must include...

- The relevant sustainability objectives, established at international / national level
- Any existing sustainability problems / issues which are relevant to the plan including, in particular, those relating to any areas / populations etc. of particular importance

4.1 Introduction

- 4.1.1 An important step when seeking to establish the appropriate 'scope' of an SA involves reviewing sustainability 'context' messages set out within relevant published plans, policies, strategies and initiatives (PPSIs). The sustainability context review aims to generate an understanding of broad issues and objectives that should be a focus of SA.
- 4.1.2 A detailed review of the sustainability context is presented within the SA Scoping Report Update document. This section presents a summary.

4.2 Population

- 4.2.1 A 'core planning principle' of the National Planning Policy Framework (NPPF)⁵ is to 'take account of and support local strategies to improve health, social and cultural wellbeing for all' and support vibrant and healthy communities. Protection and promotion of town centres is encouraged; and planning policies should promote the retention and development of local services and community facilities such as local shops, meeting places, sports venues, cultural buildings, public houses and places of worship. Ensuring 'sufficient choice of school places' is of 'great importance'. To this end, local authorities are called upon to take a 'proactive, positive and collaborative approach' to bringing forward 'development that will widen choice in education'.
- 4.2.2 Organisations involved in urban planning will need to adjust to an older population and will have an important role to play in preventing the social isolation of older citizens. 51% more people aged 65 and over and 101% more people aged 85 and over in England in 2030 compared to 2010; and a 90% increase in people with moderate or severe need for social care for the same time period. The housing market is delivering much less specialist housing for older people than is needed. Local government should ensure better housing provision for older people by both encouraging private market provision and by making specific mention of older people's needs when drawing up Local Plans.⁶
- 4.2.3 Travellers should be treated in a fair and equal manner that facilitates their traditional and nomadic way of life, whilst also respecting the interest of the settled community, through promoting more private traveller site provision, whilst recognising that there will be those that cannot afford private sites; enabling the provision of suitable accommodation from which travellers can access education, health, welfare and employment infrastructure; and having due regard for the protection of local amenity and environment.⁷

⁵ CLG (2012) National Planning Policy Framework [online] available at:

<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2116950.pdf> (accessed 30/04/13)

⁶ Select Committee on Public Service and Demographic Change (2013) Ready for Ageing? [online] available at:

<http://www.parliament.uk/business/committees/committees-a-z/lords-select/public-services-committee/report-ready-for-ageing/> [accessed 15/03/2012]

⁷ DCLG (2012) Planning policy for traveller sites [online] available at:

<http://www.communities.gov.uk/documents/planningandbuilding/pdf/2113371.pdf> (accessed 08/2012)

4.3 Health

4.3.1 There is “*overwhelming evidence that health and environmental inequalities are inexorably linked and that poor environments contribute significantly to poor health and health inequalities*”.⁸ To ensure that the built environment promotes health and reduces inequalities for all local populations there is a need to:

- fully integrate the planning, transport, housing, environmental and health systems to address the social determinants of health in each locality;
- prioritise policies and interventions that both reduce health inequalities and mitigate climate change by improving active travel; good quality open and green spaces; the quality of food in local areas; and the energy efficiency of housing; and
- support locally developed and evidence-based community regeneration programmes that remove barriers to community participation and action; and reduce social isolation.

4.3.2 Local Planning Authorities should set out the strategic policies to deliver the provision of health facilities. Access to high quality open spaces and opportunities for sport and recreation can make an important contribution to the health and well-being of communities. Planning policies should aim to avoid noise from giving rise to significant adverse impacts on health and quality of life.⁵

4.4 Employment and economy

4.4.1 Key messages from the National Planning Policy Framework (NPPF)⁵ include -

- The planning system can make a contribution to building a strong, responsive economy by ‘ensuring that sufficient land of the right type is available in the right places and at the right time to support growth and innovation; and by identifying and coordinating development requirements, including the provision of infrastructure’.
- There is a need to capitalise on ‘inherent strengths’, and to meet the ‘twin challenges of global competition and of a low carbon future’.
- There is a need to support new and emerging business sectors, including positively planning for ‘clusters or networks of knowledge driven, creative or high technology industries’.
- There is a need for positive planning policies to support competitive town centre environments. The need to enhance and retain markets is also outlined. Edge of town developments should only be considered where they have good access.
- Local Plans should support the sustainable growth and expansion of all types of business and enterprise in rural areas and promote the development and diversification of agricultural and other land-based rural businesses.

4.4.2 Specific examples of areas where it makes sense for Government intervention to tackle market failures include: investment in infrastructure; tackling barriers such as transport congestion and poor connections; other support to areas facing long term growth challenges where this can help them manage their transition to growth industries; and strategic intervention where it can stimulate private sector investment in new green technology in strategic locations.⁹ Growth should be ‘smart’ and sustainable, based on a greener, more resource efficient and more competitive economy.¹⁰

⁸ The Marmot Review (2011) The Marmot Review: Implications for Spatial Planning [online] available at:

<http://www.nice.org.uk/nicemedia/live/12111/53895/53895.pdf> accessed 08/2012)

⁹ BIS (2010) Local Growth White Paper [online] available at <http://www.bis.gov.uk/assets/BISCore/economic-development/docs/L/cm7961-local-growth-white-paper.pdf>

¹⁰ European Commission (2010) Europe 2020: A strategy for smart, sustainable and inclusive growth [online] available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2010:2020:FIN:EN:PDF> (accessed 11/12)

4.4.3 In order to revitalise town centres and high streets it is necessary for Local Authorities to re-imagine these places, ensuring that they offer something new and different that neither out-of-town shopping centres nor the internet can offer, rather than simply relying on retail provision.¹¹ Also, lower order retail and service facilities, which provide neighbourhood level provision, can provide economic resilience, act as a 'hub' for local communities, and play an important role in the shopping hierarchy because of their accessibility.¹²

4.4.4 Local plans should support the sustainable growth and expansion of all types of business and enterprise in rural areas and promote the development and diversification of agricultural and other land-based rural businesses. The improvement of transport links and the provision of adequate digital infrastructure can facilitate the 'significant untapped potential' of rural areas to contribute to economic growth and employment.¹³

4.5 Transport and accessibility

4.5.1 Key messages from the National Planning Policy Framework (NPPF)⁵ include -

- To minimise journey lengths for employment, shopping, leisure and other activities, planning policies should aim for 'a balance of land uses'. Wherever practical, key facilities should be located within walking distance of most properties.
- The transport system needs to be balanced in favour of sustainable transport modes (including walking, cycling and public transport), giving people a real choice about how they travel. Encouragement should be given to solutions which support reductions in greenhouse gas emissions and reduce congestion.
- Planning for transport and travel will have an important role in 'contributing to wider sustainability and health objectives'.

4.5.2 The local transport network should support economic growth by providing a safe and efficient transport network, and to manage traffic to improve journey time reliability, reduce emissions and ensure the sustainable movement of people and goods.¹⁴

4.5.3 Higher levels of walking and cycling could reduce congestion, improve local environmental quality, improve personal health and reduce transport-related CO₂ emissions¹⁵. Plans should ensure that local, strategic policies support and encourage both walking and cycling.¹⁶

4.6 Crime and safety

4.6.1 New development should create safe and accessible environments where crime and disorder, and the fear of crime, do not undermine quality of life or community cohesion. Places should contain clear and legible pedestrian routes, and high quality public spaces, which encourage the active and continual use of public areas. In terms of road safety, plans should create safe and secure layouts which minimise conflicts between traffic and cyclists or pedestrians, avoiding street clutter and where appropriate establishing home zones.⁵

¹¹ High streets at the heart of our communities: The Government's response to the Mary Portas Review [online] available at: <http://www.communities.gov.uk/publications/regeneration/portasreviewresponse> (accessed 08/2012)

¹² DCLG (2012) Parades of shops: towards an understanding of performance and prospects [online] available at: <http://www.communities.gov.uk/documents/regeneration/pdf/2156925.pdf> (accessed 08/2012)

¹³ Federation of Small Businesses (2012) The Missing Links - Revitalising our rural economy [online] available at: http://www.fsb.org.uk/policy/assets/rural_report_web_final_proof.pdf (accessed 08/2012)

¹⁴ Hampshire County Council (2012) Local Transport Plan [online] available at: <http://www3.hants.gov.uk/transport/local-transport-plan.htm> [accessed 18/03/2013]

¹⁵ Lancaster University, University of Leeds & Oxford Brookes University (2011) Understanding Walking and Cycling: Summary of Key Findings and Recommendations [online] available at: http://www.its.leeds.ac.uk/fileadmin/user_upload/UWCReportSept2011.pdf (accessed 08/2012)

¹⁶ National Institute for Health and Care Excellence (2012) Walking and cycling: local measures to promote walking and cycling as forms of travel or recreation, Public Health Guidance PH41 [online] available at: <http://guidance.nice.org.uk/PH41>

4.7 Housing

- 4.7.1 Key messages from the National Planning Policy Framework (NPPF) include;
- To 'boost significantly the supply of housing', local planning authorities should meet the 'full, objectively assessed need for market and affordable housing' in their area.
 - Authorities should ensure provision of affordable housing onsite (or externally where robustly justified) in order to create to 'sustainable, inclusive and mixed communities'⁵.
 - Plans for housing mix should be based upon 'current and future demographic trends, market trends and the needs of different groups in the community'⁵.
 - In rural areas when exercising the duty to cooperate with neighbouring authorities, local planning authorities should be responsive to local circumstances and plan housing development to reflect local needs, particularly for affordable housing, including through rural exception sites where appropriate. Authorities should consider whether allowing some market housing would facilitate the provision of affordable housing to meet needs.
 - The NPPF attached great importance to the design of the built environment. It explains how good design is a key aspect in sustainable development and how development should improve the quality of the area over its lifetime, not just in the short term.
- 4.7.2 There is a lack of affordable housing in many rural areas, including National Parks. This shortfall has the potential to affect the social and economic diversity of rural communities, and may undermine social support networks and the viability of rural businesses, which are key elements of sustainable rural communities.¹⁷

4.8 Cultural heritage

- 4.8.1 The National Planning Policy Framework (NPPF)⁵ states that Local Planning Authorities should set out strategic policies to deliver the conservation and enhancement of the natural historic environment, including landscape. The NPPF goes on to state that:
- Heritage assets should be recognised as an 'irreplaceable resource' that should be conserved in a 'manner appropriate to their significance', taking account of 'the wider social, cultural, economic and environmental benefits' of conservation, whilst also recognising the positive contribution new development can make to local character and distinctiveness.
 - Local planning authorities should set out a 'positive strategy' for the 'conservation and enjoyment of the historic environment', including those heritage assets that are at risk.

4.9 Climate

- 4.9.1 A 'core planning principle' of the National Planning Policy Framework (NPPF)⁵ is to support the transition to a low carbon future in a changing climate. Specifically, planning policy should support the move to a low carbon future through:
- planning for new development in locations and ways which reduce GHG emissions
 - actively supporting energy efficiency improvements to existing buildings
 - setting local requirements for building's sustainability in a way that is consistent with the Government's zero carbon buildings policy
 - positively promoting renewable energy technologies and considering identifying suitable areas for their construction
 - encouraging those transport solutions that support reductions in greenhouse gas emissions and reduce congestion.

¹⁷ Defra (2010) English National Parks and the Broads: UK Government Vision and Circular 2010 [online] available at: <http://archive.defra.gov.uk/rural/documents/national-parks/vision-circular2010.pdf> (accessed 04/2013)

4.9.2 In terms of climate change adaptation, a new National Adaptation Programme (NAP)¹⁸ has recently been published by Government. Objectives cover 4 main areas: Increasing awareness; Increasing resilience to current extremes; Taking timely action for long-lead time measures; and Addressing major evidence gaps. Objective 2 (of 31) is to: *Provide a clear local planning framework to enable all participants in the planning system to deliver sustainable new development, including infrastructure, that minimises vulnerability and provides resilience to the impacts of climate change.*

4.10 Air

4.10.1 The EU Thematic Strategy on Air Pollution¹⁹ aims to cut the annual number of premature deaths from air pollution-related diseases by almost 40% by 2020 (using 2000 as the base year), as well as substantially reducing the area of forests and other ecosystems suffering damage from airborne pollutants.

4.10.2 New and existing developments should be prevented from contributing to, being put at unacceptable risk from, or being adversely affected by unacceptable levels of air pollution. 'Planning policies should sustain compliance with and contribute towards EU limit values or national objectives for pollutants, taking into account the presence of Air Quality Management Areas (AQMAs) and the cumulative impacts on air quality from individual sites in local areas. Planning decisions should ensure that any new development in AQMAs is consistent with the local air quality action plan'.⁵

4.10.3 The recent Defra report Action for air quality in a changing climate²⁰ focuses on the synergies between the two issues of air quality and climate change. In particular, it notes the potential for additional health benefits through the closer integration of climate and air pollution policy. It is suggested that co-benefits can be realised through a variety of means, including promoting low-carbon vehicles and renewable energy.

4.11 Soil

4.11.1 Key messages from the National Planning Policy Framework (NPPF)⁵ include -

- Protect and enhance soils.
- Prevent new or existing development from being 'adversely affected' by the presence of 'unacceptable levels' of soil pollution or land instability and be willing to remediate and mitigate 'despoiled, degraded, derelict, contaminated and unstable land, where appropriate'.
- Authorities can 'set out their own approach to housing density to reflect local circumstances' but should also look to 'encourage the effective use of land' through the reuse of land which has been previously developed, 'provided that this is not of high environmental value'.
- The value of best and most versatile agricultural land should also be taken into account.

4.11.2 In *Safeguarding our Soils: A strategy for England*²¹, a vision is set out for the future of soils in the country. An element of this vision is the condition of soils in urban areas, which are to be '*sufficiently valued for the ecosystem services they provide and given appropriate weight in the planning system*'. That planning decisions take sufficient account of soil quality is a concern of the report, in particular in cases where 'significant areas of the best and most versatile agricultural land are involved'. Preventing the pollution of soils and addressing the historic legacy of contaminated land is another consideration.

¹⁸ Defra, 2013. National Adaptation Programme [online] available at

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/209866/pb13942-nap-20130701.pdf

¹⁹ Commission of the European Communities (2005) Thematic Strategy on air pollution [online] available at: <http://eur-lex.europa.eu/LexUriServ/LexUriServ.do?uri=COM:2005:0446:FIN:EN:PDF> (accessed 07/2013)

²⁰ Defra (2010) Air Pollution: Action in a Changing Climate [online] available at: <http://www.defra.gov.uk/publications/files/pb13378-air-pollution.pdf> (accessed 07/2013)

²¹ Defra (2009) Safeguarding our Soils: A strategy for England [online] available at: <http://archive.defra.gov.uk/environment/quality/land/soil/documents/soil-strategy.pdf> (accessed 11/2012)

4.12 Water (inc. flood risk)

- 4.12.1 The National Planning Policy Framework (NPPF) states development should be directed away from areas at highest risk from flooding, and should “*not to be allocated if there are reasonably available sites appropriate for the proposed development in areas with a lower probability of flooding*”. Where development is necessary, it should be made safe without increasing levels of flood risk elsewhere.
- 4.12.2 The NPPF also states that Local Plans should take account of the effects of climate change in the long term, taking into account factors such as flood risk, water supply and changes to biodiversity and landscape. Authorities are encouraged to ‘adopt proactive strategies’ to adaptation. New developments should be planned so that they avoid increased vulnerability to climate change impacts. Where new development is at risk to such impacts, this should be managed through adaptation measures including the planning of green infrastructure.
- 4.12.3 The Flood and Water Management Act²² requires the following re. flood risk management:
- Incorporate greater resilience measures into the design of new buildings, and retro-fitting at risk properties (including historic buildings);
 - Utilise the environment, such as management of the land to reduce runoff and harnessing the ability of wetlands to store water; and
 - Identify areas suitable for inundation and water storage.
- 4.12.4 The EU’s ‘*Blueprint to Safeguard Europe’s Water Resources*’²³ highlights the need for Member States to reduce pressure on water resources, for instance by using green infrastructure such as wetlands, floodplains and buffer strips along water courses. This would also reduce the EU’s vulnerability to floods and droughts. It also emphasises the role water efficiency can play in reducing scarcity and water stress.
- 4.12.5 The NPPF states that Authorities should produce strategic policies to deliver the provision of a variety of infrastructure, including that necessary for water supply and wastewater and should encourage and incentivise water efficiency measures at the demand side.²⁴

4.13 Biodiversity

- 4.13.1 The EU Sustainable Development Strategy²⁵, adopted in 2006, included an objective to halt the loss of biodiversity by 2010. More recently at the European level, a new EU Biodiversity Strategy²⁶ (May 2011) established a Europe-wide target to “*halt the loss of biodiversity and the degradation of ecosystem services in the EU by 2020*”.
- 4.13.2 Key messages from the National Planning Policy Framework (NPPF) include -
- Contribute to the Government’s commitment to halt the overall decline in biodiversity by minimising impacts and achieving net gains in biodiversity wherever possible.
 - Promote the ‘preservation, restoration and recreation of priority habitats, ecological networks’ and the ‘protection and recovery of priority species’. Plan for biodiversity at a landscape-scale across local authority boundaries.
 - Set criteria based policies for the protection of internationally, nationally and locally designated sites, giving weight to their importance not just individually but as a part of a wider ecological network.

²² Flood and Water Management Act (2010) [online] at: <http://www.legislation.gov.uk/ukpga/2010/29/contents> (accessed 08/12)

²³ European Commission (2012) A Blueprint to Safeguard Europe’s Water Resources [online] available at http://ec.europa.eu/environment/water/blueprint/pdf/COM-2012-673final_EN_ACT-cov.pdf (accessed 11/2012)

²⁴ Defra (2011) Water for life (The Water White Paper) [online] available at: <http://www.official-documents.gov.uk/document/cm82/8230/8230.pdf> (accessed 08/2012)

²⁵ Council of the European Union (2006) The EU Sustainable Development Strategy [online] available at: <http://register.consilium.europa.eu/pdf/en/06/st10/st10117.en06.pdf> (accessed 07/2013)

²⁶ European Commission (2011) Our life insurance, our natural capital: an EU biodiversity strategy to 2020 [online] available at: http://ec.europa.eu/environment/nature/biodiversity/comm2006/pdf/2020/1_EN_ACT_part1_v7%5b1%5d.pdf (accessed 07/2013)

- Take account of the effects of climate change in the long term. Adopt proactive strategies to adaptation and manage risks through adaptation measures including green infrastructure.
- Green infrastructure is defined as being: *'a network of multi-functional green space, urban and rural, which is capable of delivering a wide range of environmental and quality of life benefits for local communities'*. Positive planning for 'green infrastructure' is recognised as part of planning for 'ecological networks'. High quality open spaces should be protected or their loss mitigated, unless a lack of need is established.

4.13.3 There is a need to focus on the conservation of biodiversity over large areas of land (i.e. at the landscape scale) where habitat patches that are now fragmented would once have functioned more as an interconnected whole. There is a need to protect and maximise the value of areas already rich in wildlife; expand, buffer, and create connections and stepping stones between these areas; and make the wider landscape more permeable to wildlife.²⁷ New development should incorporate green space consisting of a 'network of well-managed, high-quality green/open spaces linked to the wider countryside'. These spaces should be of a range of types (e.g. community forests, wetland areas and public parks) and be multifunctional, for instance as areas that can be used for walking and cycling, recreation and play, supporting of wildlife, or forming an element of an urban cooling and flood management system.²⁸

4.14 Landscape

4.14.1 Valued landscapes should be protected and enhanced. Great weight should be given to conserving landscape and scenic beauty in National Parks, the Broads and Areas of Outstanding Natural Beauty, which have the 'highest status of protection' in relation to landscape and scenic beauty. The NPPF states at paragraph 14 that the 'presumption of sustainable development' does not apply in National Parks and that development 'should be restricted'.⁵ Within National Parks it is of great importance to conserve and enhance the landscape, and promote public understanding and enjoyment of it, whilst developing a strong economy and sustaining thriving local communities²⁹.

4.15 Waste

4.15.1 A key objective for waste is to reduce the production of waste and use it as a resource wherever possible. The Government's Review of Waste Policy in England' (2011) recognises that environmental benefits and economic growth can be the result of a more sustainable approach to the use of materials. As such, it sets out a vision to move beyond our current 'throwaway society' to a 'zero waste economy'. The report recognises that planning will play a critical role in delivering this ambition. Local Authorities should consider the infrastructure needs of their community from the earliest stages of developing their local policies and plans, and communities should benefit from the hosting of waste facilities.³⁰

4.16 Material assets

4.16.1 Local Plans should plan work with other authorities and providers to plan positively for the development and infrastructure required in the area to meet the objectives, principles and policies of the NPPF.⁵ Local planning authorities should set out the strategic priorities for the area in the Local Plan to deliver: the provision of infrastructure for transport, telecommunications, waste management, water supply, wastewater, flood risk and coastal change management, and the provision of minerals and energy (including heat); and the provision of health, security, community and cultural infrastructure and other local facilities.

²⁷The Wildlife Trusts (2010) A Living Landscape: play your part in nature's recovery [online] available at: <http://www.wildlifetrusts.org/aliveinglandscape> (accessed 07/2013)

²⁸TCPA (2012) Creating garden cities and suburbs today [online] available at: http://www.tcpa.org.uk/data/files/Creating_Garden_Cities_and_Suburbs_Today.pdf (accessed 07/2013)

²⁹Defra (2010) English National Parks and the Broads: UK Government Vision and Circular 2010 [online] available at: <http://archive.defra.gov.uk/rural/documents/national-parks/vision-circular2010.pdf> (accessed 30/04/2013)

³⁰Defra (2011) Government Review of Waste Policy in England [online] available at: <http://www.defra.gov.uk/publications/files/pb13540-waste-policy-review110614.pdf> (accessed 30/04/13)

5 WHAT'S THE SUSTAINABILITY 'BASELINE'?

The SA Report must include...

- The relevant aspects of the current state of the sustainability baseline and the likely evolution thereof without implementation of the plan'
- The characteristics of areas / populations etc. likely to be significantly affected.
- Any existing sustainability problems / issues which are relevant to the plan including, in particular, those relating to any areas / populations etc. of particular importance

5.1 Introduction

- 5.1.1 Reviewing the sustainability 'baseline' is about generating a more detailed understanding of the local situation for the broad sustainability issues identified through the context review (as well as a more locally specific understanding of the relevance of identified sustainability objectives). An understanding of the baseline for a given sustainability issue can aid the identification and evaluation of 'likely significant effects'.

5.2 Population

The current situation

- 5.2.1 The 2011 Census shows that East Hampshire (including the SDNP portion of the District) has a population of 115,608. A high proportion of the population is above 45 years of age and the population is older and less ethnically diverse than regional and national averages.³¹
- 5.2.2 According to the 2011 Census, population growth since 2001 varies considerably between settlements. Petersfield has experienced a 12.6% increase in population since 2001, Four Marks an increase of 12.2% and Alton an increase of 11%. On the other hand, Rowlands Castle has experienced a small decrease in population since 2001.
- 5.2.3 The District's population has 'aged' considerably in recent years. It is known that, between 2001 and 2011 the percentage of the population aged 65+ increased by 38.2% in Rowlands Castle; 27% in Alton; 21.2% in Petersfield; and 19.9% in Horndean. Similar issues are also known to exist in Liss, Liphook, and Clanfield. An aged / ageing population brings with it issues relating to access to community infrastructure (most notably health facilities) and appropriate housing.
- 5.2.4 The District is rural and includes the main market towns of Alton and Petersfield, the proposed eco-town at Whitehill & Bordon and Horndean in the south of the District. East Hampshire is one of the least deprived districts in Hampshire and indeed in England. It is ranked 332 out of 354 districts (354 being the least deprived), however, there are inequalities across the District.³²
- 5.2.5 About three-quarters of East Hampshire's Lower Super Output Areas (LSOAs) are amongst the 40% least deprived LSOAs nationwide. Relative deprivation is found in the vicinity of Alton and Bordon³³. The most deprived LSOA in the District is found in Alton and is ranked 9,313th out of 32,277 LSOAs nationally³⁴.

³¹ Office for National Statistics – Neighbourhood Statistics [online] available at: <http://www.neighbourhood.statistics.gov.uk/dissemination> (accessed 30/04/13)

³² East Hampshire Community Partnership (2008) East Hampshire Sustainable Community Strategy [online] available at: http://www.easthampshirecommunitypartnership.org/images/stories/Community_Strategy_2008_-_2026.pdf [accessed 18/03/2013]

³³ East Hampshire Community Partnership (2008) East Hampshire Sustainable Community Strategy [online] available at: http://www.easthampshirecommunitypartnership.org/images/stories/Community_Strategy_2008_-_2026.pdf [accessed 18/03/2013]

³⁴ Office for National Statistics – Neighbourhood Statistics [online] available at: <http://www.neighbourhood.statistics.gov.uk/dissemination> (accessed 30/04/13)

The likely situation in the future (assuming no intervention through the plan)

- 5.2.6 For the period 2006-33, the population of East Hampshire is projected to increase by 14.3% to 127,100 people should current demographic trends continue. This is less than the growth projected for Hampshire (18.1%), the South East (20.1%) and England (18.0%)³⁵
- 5.2.7 The local population is ageing and the projected need will be for housing suited to singles and couples³⁶. There is also likely to be a need to provide increased quantities of affordable housing in order to stem outward migration.

5.3 Health

The current situation

- 5.3.1 The health of people in East Hampshire is considered to be generally better than the England average.³⁷ Life expectancy in the District compares favourably with National and regional averages.³⁸
- 5.3.2 In addition, whilst the 2011 Census indicates that although people living in national parks tend to be older, in general residents within the SNDP as a whole describe themselves as being in a better state of health than those living elsewhere.³⁹
- 5.3.3 Despite the general good health males in the most deprived areas are estimated to die 4.1 years younger than those in the least deprived areas (1.6 years for females).³⁷
- 5.3.4 All causes of mortality have fallen in the District over the past 10 years. Estimated levels of adult smoking, physical activity and obesity are better than the England average³⁷.
- 5.3.5 Correlated (to some degree) with the 'ageing population' trend (described above) is a trend that shows an increasing number of people identifying day-to-day activities being limited by health/disability. According to the 2011 Census, between 2001 and 2011 the percentage of the population identifying day-to-day activities being limited by health/disability increased by 16.8% in Rowlands Castle; 16.6% in Alton; and 13.6% in both Petersfield and Horndean.
- 5.3.6 Some locations in the District with identified issues relating to an ageing population and/or a high prevalence of health/disability issues also have an identified shortfall in terms of the community infrastructure need to support such a population. In particular:
- Clanfield is known to have no care home provision; and
 - Horndean is known to be somewhat constrained in terms of access to health facilities.
- 5.3.7 Liphook, on the other hand, is known (by the Council) to have good health provision and access to care homes (of which there are three). Liss is also known to have good health facilities (i.e. spare capacity).

The likely situation in the future (assuming no intervention through the plan)

- 5.3.8 Given current trends in terms of falling mortality, life expectancy may be expected to rise in the District over the plan-period, resulting in a more elderly population, which could place a strain on existing healthcare facilities and generate demand for specialised housing and facilities to meet new and growing needs.

³⁵ DCLG (2010) Household Projections 2008 to 2033, England [online] available at:

<https://www.gov.uk/government/publications/household-projections-2008-to-2033-in-england> [accessed 18/03/2013]

³⁶ Office for National Statistics – Neighbourhood Statistics [online] available at: <http://www.neighbourhood.statistics.gov.uk/dissemination> (accessed 30/04/13)

³⁷ Department of Health (2012) Health profile 2012: East Hampshire [online] available at:

<http://www.apho.org.uk/resource/item.aspx?RID=117344> (accessed 02/2013)

³⁸ Office for National Statistics, Neighbourhood Statistics – Life Expectancy at Birth (January 2007 – December 2009) www.statistics.gov.uk (accessed 30/04/13)

³⁹ SDNPA (2013) South Downs are good for your health [online] at: <http://www.southdowns.gov.uk/about-us/news/south-downs-are-good-for-your-health> (accessed 04/2013)

- 5.3.9 Climate change may affect the health of East Hampshire residents in a variety of ways in future, as weather patterns change, such as heat waves which could lead to increased mortality amongst vulnerable groups; and increasing levels of ozone at ground level which could lead to a wide range of adverse respiratory conditions. These changes could place new and additional pressures on health facilities in the District.
- 5.3.10 Without action to reduce deprivation in the District there will continue to be a gap in life expectancy between those who live in the most deprived areas of the District and those who live in those places that are least deprived.

5.4 Employment and economy

The current situation

- 5.4.1 The District's industrial base is mainly engineering, financial services, information technology and business services. Industrial employment land use is mainly based in Alton and around Whitehill & Bordon. However, there has been a decline in industrial floorspace take-up since the 1990s, the manufacturing base has also been declining and office space buildings are mainly second hand, older buildings.⁴⁰
- 5.4.2 In 2011/2012, levels of economic activity (83.9%) in the District were higher than those in the South East (79.3%) and Great Britain (76.7%). Unemployment rates are lower than regional and national averages.⁴¹
- 5.4.3 In 2012, gross average weekly earnings (£586.9) of residents in the District were higher than average for the South East (£554.8) and Great Britain (£508).⁴¹ There is a locally recognised economic out migration to better paid jobs.⁴²
- 5.4.4 The local economy of the whole of the South Downs National Park was estimated to be worth around £2.23 billion in 2008. GVA per head of population in the whole SDNP area compares well to Hampshire and National figures. When compared to the South-East economy as a whole, the SNDP area as a whole has a significantly greater proportion of agriculture, forestry and fishery businesses. It also has a higher proportion of small and micro sized businesses compared to national levels.⁴³
- 5.4.5 Educational attainment is known to vary significantly within the District. In particular, the larger towns of Alton and Petersfield are known to have a well-educated workforce.
- 5.4.6 Unemployment is generally low in the District, but there is some notable variation between settlements. Alton stands out as having relatively high unemployment (2.9% in 2011), with Liss having the second highest rate of unemployment (2.3%).
- 5.4.7 In terms of the number of people that are economically active (i.e. available to work), there is also notable variation. Since 2001, Horndean has seen an increase in the number of economically active people and a decrease in the number of economically inactive people (e.g. retired or long term sick); whilst Petersfield and Four Marks have seen an increase in economically active people that far exceeds the increase in the number of economically inactive people. On the other-hand, Clanfield and Liss have seen growth in the economically inactive population that exceeds growth in the economically active population.

⁴⁰ Roger Tym and Partners (2008) Assessment of Employment Needs and Floorspace Requirements [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/93F295FEB3409FED802579870040400E/\\$File/Employment+Needs+Study+May+08.pdf?bcsi_scan_E956BCBE8ADBC89F=0&bcsi_scan_filename=Employment+Needs+Study+May+08.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/93F295FEB3409FED802579870040400E/$File/Employment+Needs+Study+May+08.pdf?bcsi_scan_E956BCBE8ADBC89F=0&bcsi_scan_filename=Employment+Needs+Study+May+08.pdf) [accessed 03/2013]

⁴¹ Nomis – Labour Market Profile: East Hampshire [online] available at: <http://www.nomisweb.co.uk/reports/lmp/la/2038431781/report.aspx> (accessed 02/2013)

⁴² Source: 2001 Census available at <http://www.neighbourhood.statistics.gov.uk/dissemination> (accessed 03/2013)

⁴³ SDNPA (2012) State of the National park 2012 [online] available at: <http://snpr.southdowns.gov.uk/files/default.html> (accessed 04/2013)

- 5.4.8 Transport accessibility is a key factor affecting the potential for housing growth at a settlement to support local economic growth. All of the settlements being considered for growth are well connected to the major road network, and all except from Four Marks Horndean and Clanfield have a train station on the London – Portsmouth line (albeit at Rowlands Castle and Liss the service is hourly).

The likely situation in the future (assuming no intervention through the plan)

- 5.4.9 In light of the global recession, job growth has since been estimated at 36 jobs per annum to 2026. However, given uncertainties in long-range economic projections, growth of approximately 6% by 2028 may be possible given strong a historical job growth trend.⁴⁴
- 5.4.10 The manufacturing base of the District may continue to decline, leading to continued falls in levels of industrial floorspace. The District's current office stock will become increasingly old. Demand may grow for space in sites in good employment locations, such as Horndean, but will potentially fall for poorer sites in more isolated areas.
- 5.4.11 Out-commuting for employment will continue to have a major role to play in the District's economy, however a continued failure to provide sufficient housing may result in a falling indigenous workforce, with a corresponding decline in jobs in the District.

5.5 Transport and accessibility

The current situation

- 5.5.1 The key roads in the District are the A3 which links Portsmouth to Guildford and London through Petersfield and the A31 which links Farnham and Winchester.
- 5.5.2 There are eight rail stations in East Hampshire of which six are National Rail operated by Southwest Trains and two are served by the Watercress Line heritage railway. The area has good rail links north and south, and the numbers of passengers has increased rapidly, in line with national trends.⁴⁵ Whitehill & Bordon has no rail link and there are no east-west services currently.
- 5.5.3 More people drive a car or van to work in East Hampshire (67.7%) than the regional (60.8%) or national (57.0%) average; and a further 4.2% travel as a passenger⁴⁶. Only 1.4% of people travel to work via bus, minibus or coach in comparison to the South East average of 4.5% and English average of 7.5%.
- 5.5.4 Half of the people who live in East Hampshire commute to work outside of the District; a 10% increase between 2001 and 2008⁴⁷. The most popular destinations are Waverley to the north and Havant to the south.

⁴⁴ East Hampshire District Council and South Downs National Park (2012) Employment Land Review: Assessment of Potential Sites [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/F34AE09159A7723680257997005D6E50/\\$File/EHDC+Joint+ELR+2012.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/F34AE09159A7723680257997005D6E50/$File/EHDC+Joint+ELR+2012.pdf) (accessed 02/2013)

⁴⁵ Hampshire County Council (2012) Local Transport Plan [online] available at: <http://www3.hants.gov.uk/transport/local-transport-plan.htm> [accessed 18/03/2013]

⁴⁶ Office for National Statistics – Neighbourhood Statistics [online] available at <http://www.neighbourhood.statistics.gov.uk/dissemination> (accessed 03/2013)

⁴⁷ ONS (2008) Annual Population Survey [online] available at: <http://neighbourhood.statistics.gov.uk/dissemination/Info.do;jessionid=JYsHRL9fnkXQp55J8gFGcJdpG2kwbGvT3TL0sJHBkHbhMt1RM P9Q!-1798700732!1363688863260?m=0&s=1363688863260&enc=1&page=analysisandguidance/analysisarticles/commuting-from-the-annual-population-survey.htm&nsjs=true&nsck=true&nssvg=true&nswid=1676>

- 5.5.5 It was estimated that there were 39 million visitor days spent in the South Downs in 2003. An estimated 84% of those visiting the park at this time travelled by private car.⁴⁸ It is predicted that the designation of the SDNP will result in increased levels of visitor traffic, with this representing an opportunity to improve transport infrastructure for both the visitor and the resident population.⁴⁹
- 5.5.6 Issues around access to health facilities for those that have particular needs (i.e. the elderly and the disabled) are discussed above, under the 'Health' topic.
- 5.5.7 There is also a need to consider issues relating to access to service and facilities more generally. The baseline situation is one whereby 'access' varies considerably across the District (Source: Council prepared 'settlement profiles'):
- Alton has limited schools / college capacity, i.e. significant development would give rise to a need for expansion. The same can also be said for health facilities. There is also limited capacity in terms of sports facilities.
 - Petersfield has limited schools capacity, but is otherwise understood to have a good range of community facilities.
 - Horndean is known to be 'all-round' constrained in terms of community infrastructure, i.e. in terms of education, health, and leisure.
 - Bohunt School, Liphook, is full and forecasted to remain so. This has a bearing on the potential for housing growth at Liphook and Liss.
 - At Liphook there is also a deficit in parks and sports facilities.
 - At Liss there is also a deficit in children's play areas, parks, allotments and recreation grounds.
 - In Four Marks it is known that the high levels of development in the past have not been matched by improvements to facilities, resulting in a deficit in play areas, parks and recreation grounds.
 - At Clanfield, there is a deficit in community facilities, however new development at Green Lane provides a new community building and sports facility.
- The likely situation in the future (assuming no intervention through the plan)
- 5.5.8 Services are increasingly becoming 'centralised' in the larger urban centres, which would both encourage travel and reduce accessibility to facilities.⁵⁰ Recent cuts in bus services from the larger providers are unlikely to be reversed and, when set against a population increasingly dependent on public transport with further to go to reach local services, the level of rural isolation is set to increase⁵¹.
- 5.5.9 As a result of this, and the projected increase in population, the County Council fully expects the private car, which provides unparalleled freedom, choice and flexibility, to remain the dominant form of transport across most of the county⁵¹.

⁴⁸ SDNPA (2012) State of the National park 2012 [online] available at: <http://snpr.southdowns.gov.uk/files/default.html> (accessed 04/2013)

⁴⁹ SDNPA (04/2013) Personal communication

⁵⁰ East Hampshire Community Partnership (2008) East Hampshire Sustainable Community Strategy [online] available at: http://www.easthampshirecommunitypartnership.org/images/stories/Community_Strategy_2008_-_2026.pdf [accessed 18/03/2013]

⁵¹ Hampshire County Council (2012) Local Transport Plan [online] available at: <http://www3.hants.gov.uk/transport/local-transport-plan.htm> [accessed 18/03/2013]

5.6 Crime and safety

The current situation

- 5.6.1 Fear of crime in East Hampshire is disproportionate to the actual likelihood of becoming a victim of crime, although according to residents surveys the fear of crime is reducing over time⁵².
- 5.6.2 The majority of the whole SNDP area is in the 20% of the country least affected by crime. However, community consultation exercises identified rural crime as a concern for sections of the community. Key rural crimes affecting the National Park as a whole are environmental anti-social behaviour (including fly-tipping and littering), inappropriate use of rights of way, illegal use of private land, farm equipment theft, fuel theft, poaching and vehicle crime.⁵³

The likely situation in the future (assuming no intervention through the plan)

- 5.6.3 There will continue to be improvements in the degree to which residents in the District feel safe in the daytime and the night time. However, fear of crime is likely to remain disproportionate to the actual likelihood of becoming a victim of crime.

5.7 Housing

The current situation

- 5.7.1 The average house price in East Hampshire is high when compared to County and Regional averages. As of October to December 2012, an average home in East Hampshire cost £324,211 (an annual increase of 3.3%). This is higher than the county (£272,283; +2.4%) and Regional average (£279,593; +4.2%).⁵⁴
- 5.7.2 The house price to earnings ratio has been increasing steadily since 1997 to more than eleven times salary in 2010, reducing affordability and the ability for people to buy their own home⁵⁵.
- 5.7.3 Home ownership is higher in East Hampshire than the regional and national average which is broadly reflective of East Hampshire's affluent population; with social rented (from the Council) and private rented much lower⁵⁶. Notably, social rented (other) is higher than average⁵⁶.
- 5.7.4 To accommodate the majority of need for housing arising out of projected population change in the District, it is estimated that between 400 and 600 dwellings per annum would be required to 2028⁵⁷

⁵² East Hampshire Community Safety Partnership (2008) Community Safety Action Plan 2008 to 2011 [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/BE1CA7BD878A58BE8025755B0059CF66/\\$File/Community+Safety+Action+Plan.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/BE1CA7BD878A58BE8025755B0059CF66/$File/Community+Safety+Action+Plan.pdf) (accessed 02/2013)

⁵³ SDNPA (2012) State of the National park 2012 [online] available at: <http://snpr.southdowns.gov.uk/files/default.html> (accessed 04/2013)

⁵⁴ BBC (2012) UK house prices: October to December 2012 [online] available at: http://news.bbc.co.uk/1/shared/spl/hi/in_depth/uk_house_prices/regions/html/region9.stm (accessed 02/2013)

⁵⁵ Department for Communities and Local Government - Statistics at DCLG [online] available at: <http://www.communities.gov.uk/housing/housingresearch/housingstatistics/housingstatisticsby/housingmarket/livatables/affordabilitytables/>

⁵⁶ ONS – 2011 Census [online] available at <http://www.neighbourhood.statistics.gov.uk/dissemination> (accessed 03/2013)

⁵⁷ Nathaniel Lichfield & Partners Ltd. (2011) East Hampshire District Council Local Housing Requirements Study [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/26170015D4A6E77D8025798E003DB21B/\\$File/12701+EHDC+Local+Housing+Requirements+Study+FINAL+Re-issue+18-07-11.pdf?bcsi_scan_AB11CAA0E2721250=0&bcsi_scan_filename=12701+EHDC+Local+Housing+Requirements+Study+FINAL+Re-issue+18-07-11.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/26170015D4A6E77D8025798E003DB21B/$File/12701+EHDC+Local+Housing+Requirements+Study+FINAL+Re-issue+18-07-11.pdf?bcsi_scan_AB11CAA0E2721250=0&bcsi_scan_filename=12701+EHDC+Local+Housing+Requirements+Study+FINAL+Re-issue+18-07-11.pdf) (accessed 02/2013)

5.7.5 There is an annual shortfall of around 439 affordable homes within the District. This figure assumes that 118 homes⁵⁸ will be delivered through new supply. When estimates of future supply are excluded the shortfall rises to 557 per annum. Around two thirds of the shortfall is due to the significant backlog of households in need on East Hampshire's waiting list.⁵⁹ Most of those households identified as being in housing need require one or two bedroom properties⁵⁹.

5.7.6 Access to affordable housing for those that require it (i.e. cannot access suitable housing at market rates) is known to be an issue all across the District. Liss and Four Marks, in particular, are known to have a problem in this respect.

The likely situation in the future (assuming no intervention through the plan)

5.7.7 House prices in the District will continue to rise, driven by a high long-term demand, but low supply, of housing. The house price to income ratio in the District appears likely to continue to sharply increase, whilst levels of affordable housing completions relative to need are expected to remain low. As a result, affordability of housing will most likely remain a significant issue in the District, with this issue being particularly acute amongst younger residents and those with low incomes

5.7.8 A failure to achieve sufficient new housing completions may result in a declining indigenous labour force, so reducing support for existing jobs in the District.

5.8 Cultural heritage

The current situation

5.8.1 There were a total of 1634 listed buildings in East Hampshire in 2009/2010⁶⁰, with the number 'at risk' standing at 34 in 2011/12⁶¹.

5.8.2 There is concern that historic assets (designated and non-designated) in the SDNP as a whole could be adversely affected by a changing climate, as features such as barrows, hill forts and buried archaeology are sensitive to rainfall, erosion and encroachment by vegetation.⁶²

5.8.3 Focusing on the settlements with the potential to receive significant growth, it is notable that Conservation Areas are found in most. Clanfield and Four Marks are notable for lacking a Conservation Area (although Clanfield does include a cluster of listed buildings and the nearby village of Catherington is designated as a Conservation Area). It is also notable that the Conservation Area within Horndean is located very much at the edge of the settlement (to the east of the A3). It is also notable that four separate Conservation Areas fall within the settlement boundary of Alton; and Conservation Areas fall within the boundary of Petersfield (the 'second' Conservation Area being associated with Sheet, on the towns northwest edge). In terms of Historic Gardens, four are found along the northern edge of Petersfield; there is a cluster of five located close to the eastern edge of Horndean (to the east of the A3); and several are found around or in close proximity to Liphook.

⁵⁸ This estimate is based on past delivery rates and is cross checked with future allocations. Discussions with Council officers suggest that this may overstate the level of affordable housing delivery in the future, with completions in recent years having been higher because of available grant.

⁵⁹ DTZ (2012) Housing Need Assessment Update 2012 [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/BF5B607FC172CE2580257A990036C3B1/\\$File/CD11+H28+East+Hants+Housing+Need+Assessment+Final+Report+200812+v1.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/BF5B607FC172CE2580257A990036C3B1/$File/CD11+H28+East+Hants+Housing+Need+Assessment+Final+Report+200812+v1.pdf) (accessed 02/2013)

⁶⁰ East Hampshire District Council – Annual Monitoring Report 2009/10

⁶¹ East Hampshire District Council (2012) Annual Monitoring Report 2012 [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/A258CC4D3D12983680257ADB00465672/\\$File/AMR+2012.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/A258CC4D3D12983680257ADB00465672/$File/AMR+2012.pdf) (accessed 02/2013)

⁶² SDNPA (2012) State of the National park 2012 [online] available at: <http://snpr.southdowns.gov.uk/files/default.html> (accessed 04/2013)

The likely situation in the future (assuming no intervention through the plan)

- 5.8.4 The historic assets of the District are likely to come under increasing pressure from development in future, as a result of both a growing population and economy. Without continued efforts to ensure their protection a number of these irreplaceable assets could be lost or damaged as a result of development activities and a lack of public finances to preserve and enhance such assets. As such the number of assets 'at risk' could grow.

5.9 Climate

The current situation

- 5.9.1 In Hampshire it is estimated that transport is responsible for 23% of CO₂ emissions; 85% of this comes from road traffic. Due to the rural nature of the District transport is one of the major producers of CO₂ emissions.
- 5.9.2 The general affluence and rural nature of East Hampshire means that its ecological footprint is one of the largest in the Country⁶³. East Hampshire residents are the highest consumers of energy in Hampshire, with a similar story for water and raw materials⁶⁴.

The likely situation in the future (assuming no intervention through the plan)

- 5.9.3 Carbon emissions in East Hampshire will continue to be high as a result of continued affluence in the area. Transport is likely to continue to be the most significant contributor to high emissions given that rural car dependency is relatively entrenched. Energy consumption is liable to remain high compared to national levels.
- 5.9.4 Projections based on a medium emissions scenario show that as a result of climate change, the South East of England could face changing weather conditions.⁶⁵ These changes could include:
- an increase in average summer temperature, with a central estimate of 3.9 degrees by the 2080s
 - 12% less rainfall in the summer leading to subsidence, lower crop yields and water stress by 2040s
 - 22% more rainfall in the winter leading to increased winter flooding, transport disruption and risks to urban drainage by the 2080s.
 - By 2080s rainfall on the wettest day of the year could increase by 45%.

5.10 Air

The current situation

- 5.10.1 Air quality monitoring has identified that the annual air quality objective for NO₂ is exceeded at the junction of A325/Chalet Hill in Whitehill & Bordon. An Air Quality Management Area (AQMA) was declared in July 2010 and is currently still in place.⁶⁶ The District suffers from localised areas of poor air quality, which are generally along the A3 and A31 corridors and in the main settlements along these routes.

⁶³ DECC (2010) Local and Regional CO₂ dataset – Per Capita Emissions [online] available at http://www.decc.gov.uk/en/content/cms/statistics/climate_stats/gg_emissions/laco2/laco2.aspx (accessed 02/13)

⁶⁴ East Hampshire Community Partnership (2008) East Hampshire Sustainable Community Strategy [online] available at: http://www.easthampshirecommunitypartnership.org/images/stories/Community_Strategy_2008_-_2026.pdf [accessed 18/03/2013]

⁶⁵ East Hampshire District Council (2011) East Hampshire Climate Change Action Plan 2011 – 2013 [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/FormsbyName/2B4DE2FFB0280735802578CB00308E10/\\$File/FINAL+ACTIO+N+PLAN+March+2011.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/FormsbyName/2B4DE2FFB0280735802578CB00308E10/$File/FINAL+ACTIO+N+PLAN+March+2011.pdf) (accessed 02/2013)

⁶⁶ Defra: AQMA Details - East Hampshire District Council - Bordon AQMA [online] available at: http://aqma.defra.gov.uk/1agma/aqma_detail.php?aqma_id=48 (accessed 02/2013)

The likely situation in the future (assuming no intervention through the plan)

- 5.10.2 Without the influence of the plan, it is considered likely that localised areas of poor air quality will persist and may grow worse as a result of traffic congestion driven by population and economic growth. Nitrogen Dioxide levels may increase along the A3 and A31 corridors in particular and new AQMAs could be declared in the District. Climate change is likely to exacerbate such trends, particularly for ozone.

5.11 Soil

The current situation

- 5.11.1 39.7% of the District is arable land and 24.9% is grassland (most of which will be pasture).⁶⁷ The majority of agricultural land in the District is 'grade 3' quality. There is an area of better quality 'grade 2' land between Alton and Whitehill Bordon. There is also a band of lesser quality (grade 4 or 5) land running through the centre of the District.

The likely situation in the future (assuming no intervention through the plan)

- 5.11.2 Given that the majority of agricultural land in the District is considered to be of high quality it seems probable that future development in East Hampshire, driven by a growing population and economy, would result in the loss of areas of high quality soil.
- 5.11.3 The economic impact of soil degradation in England is currently estimated to be between £250 and £350 million per annum. As a result of climate change, increased cycles of drought and flooding are projected. Such changes may have impacts on soil condition, such as increased erosion and nutrient loss/run-off on some steeper slopes.⁶⁸

5.12 Water

The current situation

- 5.12.1 There are four main rivers in East Hampshire – the Meon, Rother, Slea and Wey – as well as a number of streams, brooks and ditches. In the Wey catchment, the rivers are moderate or poor ecological quality due to pollution, high phosphate levels and modified rivers which can act as barriers to fish migration⁶⁹, but this should improve due to interventions and management actions by the Environment Agency. Watercourses that require water quality improvements include the Caker Stream, graded as biologically poor, and the Lavant Stream, graded as chemically fair, both of which are located to the south of Alton⁶⁷.
- 5.12.2 Flood risk is categorised as low to moderate in the District. All of the major settlements are associated with a river or notable stream. Groundwater flooding is also an issue, particularly for the south of the District.⁷⁰ As a result of climate change there may be increased risk of flooding of properties and agricultural in river valleys and low lying areas.⁶⁸
- 5.12.3 In terms of water use, the District uses comparatively more water than the rest of Hampshire⁷¹. Freshwater resources are more heavily exploited in the South East and East of England than elsewhere in the UK and can be considered to be under stress by international standards.⁷²

⁶⁷ UE Associates Ltd (2011) Green Infrastructure Study for East Hampshire [online available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/26719B8A008980C6802579270033E32C/\\$File/GreenInfrastructureStudy.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/26719B8A008980C6802579270033E32C/$File/GreenInfrastructureStudy.pdf) (accessed 02/2013)]

⁶⁸ SDNPA (2012) State of the National park 2012 [online] available at: <http://snpr.southdowns.gov.uk/files/default.html> (accessed 04/2013)

⁶⁹ Environment Agency (2009) Thames River Basin Management Plan [online] available at: <http://a0768b4a8a31e106d8b0-50dc802554eb38a24458b98ff72d550b.r19.cf3.rackcdn.com/geth0910bswa-e-e.pdf> [accessed 19/03/2013]

⁷⁰ Environment Agency (2009) South East Hampshire Catchment Flood Management Plan [online] available at: <http://a0768b4a8a31e106d8b0-50dc802554eb38a24458b98ff72d550b.r19.cf3.rackcdn.com/geso1008bowd-e-e.pdf> [accessed 19/03/2013]

⁷¹ East Hampshire Community Partnership (2008) East Hampshire Sustainable Community Strategy [online] available at: http://www.easthampshirecommunitypartnership.org/images/stories/Community_Strategy_2008_-_2026.pdf [accessed 18/03/2013]

- 5.12.4 The Whitehill & Bordon Eco-Town Detailed Water Cycle Study⁷³ has identified that, providing an innovative water management system is installed (achieving 'water neutral status'), there should be no adverse effects on the nearby European designated sites that rely on the prevailing hydrogeological conditions.

The likely situation in the future (assuming no intervention through the plan)

- 5.12.5 Within the SDNP as a whole, climate change is predicted to have an impact on water supply and quality. It is predicted that Groundwater fed rivers, such as the Meon, could have their summer flows reduced by 5–10%. Meanwhile, rivers with clay catchments may have their summer flows reduced by 30%. Such changes could lead to less dilution of discharges from waste water treatment works.⁷⁴
- 5.12.6 The ecological status of rivers could be affected by the reduced flows and increased pollution in rivers from increased development and over-abstraction. The South East is likely to remain an area of water stress, particularly given the levels of population growth expected to occur in the region.

5.13 Biodiversity

The current situation

- 5.13.1 As a result of the complex geology, East Hampshire is one of the most diverse areas in the County for wildlife and habitats⁷⁵. The most important habitats for biodiversity are heathland, ancient semi-natural woodland on chalk and upper greensand, unimproved chalk grassland and the Rother, Wey and Meon River systems. Many areas in the District containing these habitats are protected under various designations⁷⁵.
- 5.13.2 Designations include the East Hampshire Hangers Special Area for Conservation, the Wealden Heaths Phase II Special Protection Area and 2666ha of Sites of Special Scientific Interest (including Woolmer Forest which accounts for 1293ha)⁷⁵. The District has a total of 555 Sites of Importance for Nature Conservation wholly or partly within the District, covering an area of over 6000ha.
- 5.13.3 Approximately 98.2% of SSSIs are in favourable or recovering condition⁷⁶, however many of the protected sites in the District are regarded as being fragmented, with poor connectivity of habitats in certain parts of the District, particularly between urban and rural areas⁷⁷.

⁷² Environment Agency (2008) Water resources in England and Wales: Current state and future pressures [online] available at: <http://cdn.environment-agency.gov.uk/geho1208bpas-e-e.pdf> (accessed 04/2013)

⁷³ Peter Brett Associates (2011) Whitehill & Bordon Eco-Town Detailed Water Cycle Study [online] available at: http://issuu.com/easthampshire/docs/110720_wb_final_draft_water_cycle_study?mode=embed&layout=http%3A%2F%2Fskin.issuu.com%2Fv%2Fflight%2Flayout.xml&showFlipBtn=true [accessed 19/03/2013]

⁷⁴ SDNPA (2012) State of the National park 2012 [online] available at: <http://snpr.southdowns.gov.uk/files/default.html> (accessed 04/2013)

⁷⁵ East Hampshire District Council (2009) Biodiversity Action Plan for East Hampshire [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/c9fbd1571b60536c8025756e004af43d/76450F7388583B8F8025758A003D0126/\\$File/BAP+2009.pdf?bcsi_scan_AB11CAA0E2721250=0&bcsi_scan_filename=BAP+2009.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/c9fbd1571b60536c8025756e004af43d/76450F7388583B8F8025758A003D0126/$File/BAP+2009.pdf?bcsi_scan_AB11CAA0E2721250=0&bcsi_scan_filename=BAP+2009.pdf) (accessed 02/2013)

⁷⁶ East Hampshire District Council (2012) Annual Monitoring Report 2012 [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/A258CC4D3D12983680257ADB00465672/\\$File/AMR+2012.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/A258CC4D3D12983680257ADB00465672/$File/AMR+2012.pdf) (accessed 02/2013)

⁷⁷ UE Associates Ltd (2011) Green Infrastructure Study for East Hampshire [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/26719B8A008980C6802579270033E32C/\\$File/GreenInfrastructureStudy.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/26719B8A008980C6802579270033E32C/$File/GreenInfrastructureStudy.pdf) (accessed 02/2013)

- 5.13.4 A key consideration is the potential for development to impact on the integrity of European designated Wealden Heaths (Phase II) Special Protection Area (SPA). Grayshott is the most constrained location in this respect, but is not being considered as a location for housing allocation and hence need not be considered further here. Liphook is also in close proximity to the SPA and Liss also falls within the '5km buffer' (5km being an established distance within which there can be the potential for development to result in impacts). In the south of the District there is also a need to give consideration to the proximity of any development to the Solent SPA. Rowlands Castle lies 5.6km from the SPA and hence falls within an area where any development will be required to contribute to the established Solent Disturbance Mitigation Strategy. Matters relating to potential impacts to European designated sites are considered further through a separate process of 'Habitats Regulations Assessment' (HRA).
- 5.13.5 Other key considerations relate to the potential for development to impact on sites designated as being nationally or locally important for biodiversity. Locally important sites are designated as Sites of Importance for Nature Conservation (SINCs). The following is noted:
- Several woodlands are located to the west / south west of Alton that are locally designated
 - Liphook and Liss are also located in 'well wooded' landscapes that include locally important patches of ancient woodland.
 - At Liss, the northern edge is constrained by SINCs (in addition to its proximity to Internationally important habitat).
 - The northern edge of Liphook is also constrained by the floodplain of the River Wey, much of which is designated as a SINC.
 - Land along the southern edge of Clanfield (Stubbins Down, which occupies much of the gap between Clanfield and Horndean) is designated as a SINC
 - At Horndean there are several small SINCs, around the town, and on the south east the Hazleton Common is designated as a Local Nature Reserve.
 - At Rowlands Castle a large area of locally designated (SINC) woodland is located to the west of the village (The Holt / Havent Thicket, managed by the Forestry Commission).
 - The northern edge of Four Marks is in close proximity to the locally important Chawton Park Wood, but the village is otherwise relatively unconstrained.
 - Petersfield is relatively unconstrained by SINCs.

The likely situation in the future (assuming no intervention through the plan)

- 5.13.6 Without guidance to direct new development to the most suitable locations for preserving biodiversity, and in the absence of mitigation measures that will check the impacts of those developments that do affect biodiversity, it is likely that habitats and species will continue to decline in line with trends over the course of the last century.
- 5.13.7 Climate change is likely to continue to affect biodiversity in future years. This may have a particular impact on those species that are found within isolated pockets of habitat, without wildlife corridors and other features that would allow migration across the landscape.

5.14 Landscape

The current situation

- 5.14.1 The East Hampshire landscape is diverse and rural, with approximately 39.7% being arable land, 24.9% grassland, 21.5% woodland, 1.3% heathland, 0.16% wetland and open water, and the remainder (12.4%) is urban land⁷⁸.

⁷⁸ UE Associates Ltd (2011) Green Infrastructure Study for East Hampshire [online available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/26719B8A008980C6802579270033E32C/\\$File/GreenInfrastructureStudy.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/26719B8A008980C6802579270033E32C/$File/GreenInfrastructureStudy.pdf) (accessed 02/2013)]

5.14.2 The South Downs National Park became fully operational in April 2011 and covers approximately 57% of the District⁷⁹. As a whole, the National Park is regarded as having a rich and complex landscape character which features significant local variation and contrast.⁸⁰

5.14.3 The following is a settlement by settlement analysis -

- Landscape considerations are a major constraint on growth at **Alton**. The town lies in a bowl defined by high ground so that the town is generally concealed from surrounding countryside, i.e. development does not break the rural skyline. As things stand, the town is also barely visible from A31 by pass; important that this is maintained. At a finer grain scale, the landscape does vary around the town, with a broad scale landscape to the east and a more enclosed landscape (with more tree cover and hedgerows) to the west. A small but established local gap separates Alton from Holybourne to the north, and another gap (as well as the A31) separates Alton from Chawton (the location of Jane Austin's House).
- At **Petersfield**, although the lack of designated sites suggests that the town is relatively unconstrained from a natural environment perspective, the town is understood to sit within a high quality working rural landscape, with the expansive landscape to west and east of the town being a particular constraint on development. There is also an established pattern of 'green wedges and fingers' extending into town along watercourses.
- At **Horndean** the open character of landscape is a particular constraint to further development to north of village, and this land is also understood to perform an important role as a 'gap' between Horndean and Catherington/Clanfield. To the south of the village, greater tree cover/enclosure provides more opportunity for development.
- **Rowlands Castle** sits within a generally enclosed landscape which could accommodate some development although the area north of village (within the SDNP is more open) and hence susceptible to visual impact. To the south, the local gap between Rowlands Castle and Havant is of established importance.
- Lying within the SDNP, **Liss** is known as the 'Hidden Village', as outlined in the Liss Landscape Character Assessment & Village Design Statement. This label reflects the nature of the surrounding landscape, which is generally well treed and enclosed. There is some potential for development from a landscape/visual perspective, but this would need to be sympathetic and appropriate for its context/setting. To the north there is a need to maintain the 'gap' between Liss and Liss Forest, although this land is to a large extent made up of the River Rother floodplain (which extends south through Liss).
- **Liphook** is understood to sit within a generally well wooded and small scale / enclosed landscape. That said, views to west over SDNP are a feature of parts. The northern edge of the town is bounded by the floodplain of the River Wey.
- **Four Marks** is located on an elevated setting on the chalk/clay plateau; indeed, it is Hampshire's second highest village. The landscape is characterised by gently rolling landform largely used for pasture and horse paddocks. There is, however, notable tree cover, especially within the village which largely screens its presence in distant views.
- **Clanfield** lies within the broad scale, open rolling landform characterised by chalk ridges and dry valleys. Woodland blocks are visible on high ground to north, but otherwise this a predominantly arable landscape with hedgerows. There are established 'local gaps' between Clanfield and both Old Clanfield; and Horndean/Catherington.

⁷⁹ East Hampshire District Council (2009) Biodiversity Action Plan for East Hampshire [online] available at: [http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/c9fbd1571b60536c8025756e004af43d/76450F7388583B8F8025758A003D0126/\\$File/BAP+2009.pdf?bcsi_scan_AB11CAA0E2721250=0&bcsi_scan_filename=BAP+2009.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/c9fbd1571b60536c8025756e004af43d/76450F7388583B8F8025758A003D0126/$File/BAP+2009.pdf?bcsi_scan_AB11CAA0E2721250=0&bcsi_scan_filename=BAP+2009.pdf) (accessed 02/2013)

⁸⁰ SDNPA (2012) State of the National park 2012 [online] available at: <http://snpr.southdowns.gov.uk/files/default.html> (accessed 04/2013)

The likely situation in the future (assuming no intervention through the plan)

- 5.14.4 The designation of the South Downs as a National Park area should help to ensure that the most valuable landscapes in the District are preserved in future given the national level protection afforded to them. In contrast, the wider landscape of East Hampshire is likely to be more vulnerable to the development pressures which may result from an increasing population and economic growth; particularly as such growth will be concentrated in those areas outside of the National Park.

5.15 Waste

The current situation

- 5.15.1 In 2011/12 East Hampshire recycled 37.1% of household waste, less than the national average of 43%⁸¹. Household waste collected per person was less than the county average⁸¹.

The likely situation in the future (assuming no intervention through the plan)

- 5.15.2 Given the likelihood of population and economic growth in Hampshire, and the relative affluence of those in the area, it is predicted that the amount of waste produced in the District will rise and the amount of household waste recycled will remain low in comparison to National levels. However, increasing resource scarcity, due to reduced supplies and rising demand, may drive higher levels of reuse and efficiency across all sectors.

5.16 Material assets

The current situation

- 5.16.1 Whilst the level of access to health facilities in the Districts main settlements is mixed, East Hampshire has generally good provision of parks, recreation ground and open spaces; there is an underprovision for children and young people's play spaces and allotments⁸². There is an existing shortfall for all forms of leisure provision⁸².
- 5.16.2 The provision of leisure, entertainment and cultural facilities within the District is limited which reflects the relatively small catchment population of the main towns in the District and the good accessibility to facilities in neighbouring towns⁸³.
- 5.16.3 Investment in many forms of infrastructure will be needed to meet anticipated demand from growth, particularly around Whitehill & Bordon as set out in the Infrastructure Delivery Plan⁸⁴.

The likely situation in the future (assuming no intervention through the plan)

- 5.16.4 In the absence of plan guidance there is likely to be difficulty in bringing forward and coordinating the provision of new infrastructure, which could limit new development in the District, particularly in Whitehill & Bordon where significant planning and investment will be required.
- 5.16.5 Open spaces and sports facilities, and leisure, entertainment and cultural facilities are likely to come under increased stress as a result of population growth in the East Hampshire. The effects of such pressure will be particularly acute as there is generally an under-provision of facilities.

⁸¹ Defra (2012) Waste Recycling Management Statistics [online] available at:

<http://www.defra.gov.uk/statistics/environment/waste/wrfq23-wrmsannual/> [accessed 18/03/2013]

⁸² East Hampshire District Council (2008) Open Space, Sports and Recreation Study [online] available at:

[http://www.easthants.gov.uk/ehdc/planningpolicy.nsf/webpages/Open+Space,+Sports+&+Recreation+Study+\(2008\)](http://www.easthants.gov.uk/ehdc/planningpolicy.nsf/webpages/Open+Space,+Sports+&+Recreation+Study+(2008)) [accessed 20/03/2013]

⁸³ Nathaniel Lichfield and Partners (2007) Town Centres, Retail and Leisure Study [online] available at:

[http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/F257CFAC18A8EF10802579840054A6CD/\\$File/Retail+Study+2007+Final.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/F257CFAC18A8EF10802579840054A6CD/$File/Retail+Study+2007+Final.pdf) [accessed 28/03/13]

⁸⁴ East Hampshire District Council (2012) Infrastructure Delivery Plan [online] available at:

[http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/187061672497669680257A330047E996/\\$File/CD11+E13+IDP+Submission+Report+\(Final\)+print.pdf](http://www.easthants.gov.uk/ehdc/formsfordownload.nsf/0/187061672497669680257A330047E996/$File/CD11+E13+IDP+Submission+Report+(Final)+print.pdf) [accessed 28/03/13]

6 WHAT ARE THE KEY ISSUES THAT SHOULD BE A FOCUS OF THE APPRAISAL?

The SA Report must include...

- Any existing sustainability problems / issues which are relevant to the plan including, in particular, those relating to any areas / populations etc. of particular importance

6.1 Introduction

6.1.1 Drawing on the review of the sustainability context and baseline, the SA Scoping Report (2007) was able to identify a range of sustainability issues that should be a particular focus of SA, ensuring it remains focused. These issues were then 'converted' into the form of sustainability 'objectives'.

6.1.2 Sustainability objectives are listed in **Table 6.1** for each of the 15 sustainability topics. Table 6.1 also presents a range of decision-making prompts alongside each objective. These objectives and decision-making prompts provide a methodological 'framework' upon which to base the appraisal of alternatives and Proposed Modifications.

N.B. The sustainability objectives remain unchanged as a result of the 2013 scoping update process. The decision-making prompts in relation to sustainability objective 14 (Protect and enhance the historic and cultural heritage of the District) have, however, been updated as a result of comments received from English Heritage.

Table 6.1: Sustainability topics and objectives (i.e. the appraisal 'framework')

Topic	Sustainability objectives	Will the Policy...
Population	1) To reduce social exclusion and incidents of poverty in the District	Reduce social exclusion in those areas most affected?
		Reduce the number of households in fuel poverty?
		Reduce the number of children living in low-income households?
	2) To ensure that young people choose to live in and contribute to the area	Make young people feel safe?
		Help young people find accommodation in the District?
		Help young people find work and access training in the District?
3) To make provisions for a changing age structure within the population.	Encourage young people engage in interesting activities?	
	Improve the provision of health care, housing mix and social services for the elderly?	
	Improve accessibility to local health facilities?	
Health	4) To improve the health and well-being of the population and reduce inequalities in health	Reduce noise pollution?
		Encourage healthy lifestyles, prioritising opportunities for leisure activities, walking and cycling?
		Ensure high and stable levels of employment for the resident workforce?
Employment and Economy	5) To promote a vibrant and prosperous local economy that has a range of sustainable employment sites available and maintain a skilled resident workforce to support the long-term competitiveness of the District.	Promote vibrant and sustainable economic development, providing commercial and business premises, which meet the needs of the local economy, supported by the provision of key worker housing and a business support infrastructure?

Topic	Sustainability objectives	Will the Policy...	
		Increase provision of better quality jobs / skilled employment?	
		Ensure the correct mix of skills to meet the current and future needs of local employers?	
		6) To ensure a thriving rural economy	Diversify the rural economy?
		7) To promote sustainable tourism	Encourage the development of a buoyant, sustainable tourism sector?
		8) To create and sustain vibrant, attractive and clean town and village centres.	Maintain or enhance the range of shops, facilities or services in town or village centres?
	9) To raise educational achievement levels across the District and develop the opportunities for everyone to acquire the skills needed to find and remain in work	Increase numbers undertaking further and higher education?	
		Enhance opportunities for adult education?	
		Enhance training opportunities for higher quality employment?	
Transport and Accessibility	10) To improve accessibility to all facilities and services, particularly in rural areas.	Improve access for the disabled?	
		Improve accessibility to health, education, shopping, leisure and employment?	
		Enhance community and public transport?	
	11) To reduce the need to travel by car and shorten the length and duration of journeys.	Improve travel choice?	
		Reduce the need to travel?	
Crime and Safety	12) To provide a safe and secure environment	Reduce actual levels of crime?	
		Reduce the fear of crime, esp. among vulnerable individuals / communities?	
		Adopting Secured by Design Standards?	
Housing	13) To ensure that the residents of East Hampshire have the opportunity to live in a decent home which they can afford	Improve the supply of housing?	
		Improve the mix of dwelling sizes and tenures to meet existing/future needs?	
		Reduce house prices compared to average earnings?	
		Improve the supply of affordable housing?	
Cultural Heritage	14) To protect and enhance the historic and cultural heritage of the District	Enhance and protect the District's heritage assets, including Conservation Areas, listed buildings and non-designated assets of importance?	
		Reduce in a positive manner the number of heritage assets considered to be at 'risk'?	
		Ensure that where change does occur it is in a sensitive manner which does not harm the significance of heritage assets?	
Climate	15) To address the causes of climate change and ensure that the District is able to adapt to it	Reduce greenhouse gas emissions by energy efficient construction and layout?	
		Increase energy generated from renewable sources?	
	16) To promote sustainable construction, energy efficiency and the generation of renewable energy		
Air	17) To improve air quality	Improve air quality?	
Soil	18) To make the most efficient use of previously developed land and buildings	Use land that has been previously developed in preference to Greenfield?	

Topic	Sustainability objectives	Will the Policy...
		Meet appropriate density targets?
		Re-use buildings?
	19) To protect and enhance soil quality and structure	Reduce the amount of contaminated land?
		Avoid the use of higher-Grade agricultural land?
Water	20) To enhance and protect the natural water environment and achieve sustainable water resources management	Reduce water consumption?
		Promote re-use of water?
	21) To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment	Enhance and protect the natural water environment including groundwater?
		Limit development in areas of flood risk?
Biodiversity	22) To protect and enhance local, national and international nature conservation interests	Employ the use of SUDS?
		Protect and enhance sites designated for nature conservation interest or other areas of local nature conservation value?
		Protect and enhance Section 74 habitats and species?
		Help achieve Biodiversity Action Plan targets?
Landscape	23) To protect and enhance the intrinsic local character of the landscape, sense of place and local distinctiveness	Maintain and enhance the character of the landscape?
	24) To enable recreational access to the countryside within environmental constraints	Improve recreational access to the countryside?
	25) To protect, enhance and make accessible for enjoyment, the District's public open spaces.	Protect and enhance public open spaces and encourage public enjoyment of the water environment?
Waste	26) To reduce waste generation, dumping and disposal, and achieve the sustainable management of waste	Reduce household and other forms of waste?
		Increase waste recovery and recycling?
Material Assets	27) To meet local community needs for essential transport and utilities infrastructure having regard to environmental constraints	Provide adequate infrastructure to meet the demands of new development?

PART 2: WHAT HAS PLAN-MAKING / SA INVOLVED UP TO THIS POINT?

7 INTRODUCTION (TO PART 2)

The SA Report must include...

- An outline of the reasons for selecting the alternatives dealt with (and thus an explanation of why the alternatives dealt with are 'reasonable')
- The likely significant effects on the sustainability baseline associated with alternatives
- An outline of the reasons for selecting the preferred approach in-light of the appraisal of alternatives
 - And hence an explanation of how the draft plan reflects sustainability considerations.

7.1.1 As an 'interim' SA stage a range of alternative approaches to addressing the question - '**How much growth should be accommodated and broadly how should it be distributed**' - were subjected to appraisal. Subsequently, appraisal findings were taken into account by EHDC and SDNPA when determining a preferred approach / preparing the Proposed Modifications.

7.1.2 The aim here is to explain this background 'story' in detail. Specifically, in-line with the requirements of the SEA Regulations⁸⁵, there is a need to –

- **Explain** why those alternatives that were the focus of the interim appraisal stage were those that 'reasonably' should have been
 - (and, indeed, why it was 'reasonable' to focus the interim appraisal on alternatives in relation to the issue of 'how much and where' only)
- **Present** interim appraisal findings; and
- **Explain** why the preferred approach as set out in the Proposed Modifications was selected in-light of the interim appraisal.

⁸⁵ The Regulations require that the SA Report presents appraisal findings in relation to 'reasonable alternatives' and also presents 'outline reasons for selecting the alternatives dealt with'

8 OUTLINE REASONS FOR SELECTING THE ALTERNATIVES CONSIDERED

8.1 Introduction

8.1.1 The Planning Inspector's letter to the Council of 23rd November 2012 identified that the focus of further work (with a view to modifying the plan as previously submitted) should be the testing of higher levels of growth through SA. As such, it is the issue of 'how much growth should be accommodated and broadly how should it be distributed' that has been the focus of interim (alternatives) appraisal with a view to informing preparation of Proposed Modifications.

8.1.2 In order to identify a 'reasonable' range of 'broadly how much and where' alternatives, there was a need to think about both:

- The appropriate range of alternative growth quantum that should be considered; and
- The alternative spatial distributions that should be considered.

8.2 Growth 'quantum'

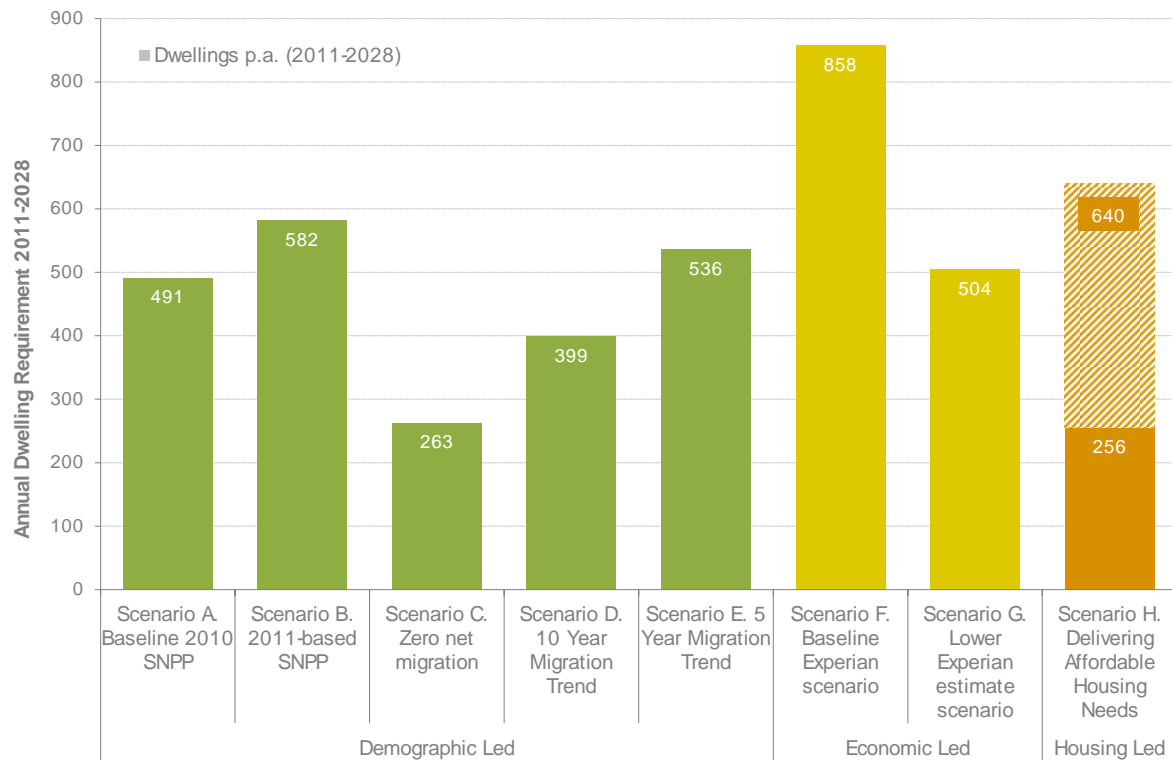
8.2.1 A starting point was the outcome of a recent Strategic Housing Market Assessment (SHMA) study.⁸⁶ The SHMA identifies eight alternative 'future housing growth' scenarios. Of these scenarios -

- Five are 'demographic led', i.e. reflect an understanding of the level of development required to meet projected levels of population change;
- Two are 'economic led', i.e. reflect an understanding of the level of development required to ensure forecasts of future employment change are supported by the local labour supply; and
- One is 'housing led', i.e. reflects an understanding of the level of development required to meet current and future needs for affordable housing.

8.2.2 **Figure 8.1** is taken from the SHMA. It shows the annual dwelling requirement associated with the eight scenarios.

⁸⁶ This study will be made available on the Council's website

Figure 8.1: Annual dwelling requirement scenarios



- 8.2.3 The SHMA essentially screens out Scenarios **C** (263 dpa) and **D** (399 dpa), i.e. identifies that these scenarios should not be taken forward for further consideration. This is on the basis that provision of fewer than 400 dpa would mean that EHDC would not be providing sufficient housing to meet ‘objectively assessed need’.⁸⁷
- 8.2.4 Scenarios **A** (491 dpa) and **G** (504 dpa) are also (relatively) low growth scenarios. They would involve reflecting historic baseline demographic trends and providing for some economic growth in the District; however, the SHMA concludes that it is *questionable* whether growth at this quantum (i.e. in the region of 500 dpa) would result in objectively assessed needs for housing being fully met.
- 8.2.5 Scenario **F** (858 dpa) is a high growth scenario. The SHMA questions whether this scale of development would be achievable and deliverable as it would involve development at a rate that significantly exceeds anything that has been achieved in the past. The SHMA also states (para.8.5) that the extent to which this is realistic as an appropriate outcome for which the District could or should plan is less clear given structural demographic issues in East Hampshire.
- 8.2.6 The SHMA therefore concludes that
- “an objective assessment of housing need and demand for East Hampshire District lies within the range 500 to 650 dwellings per annum equivalent to 8,500 to 11,050 additional dwellings over the plan period 2011 to 2028.”*
- 8.2.7 N.B. discussion henceforth will focus on ‘total’ housing growth figures over a 17 year plan period (2011 – 2028) rather than ‘dwellings per annum’ figures.

⁸⁷ Meeting objectively assessed need is a key requirement of the National Planning Policy Framework (NPPF, 2012).

- 8.2.8 Of the eight scenarios, the Council therefore selected the following three to test further:
- **Scenario E** (9,112 dwellings) – a demographic scenario that reflects the 5 Year Migration Trend;
 - **Scenario B** (9,894 dwellings) – a demographic scenario that reflects the 2011 Interim Sub-National Population Projections; and
 - **Scenario H** (10,880 dwellings) – which reflects affordable housing need.

8.2.9 These three scenarios were preferred because they reflect the importance of addressing migrational requirements, job creation for economic prosperity and adequate affordable housing to meet social needs.

8.3 Identifying alternatives that vary in terms of quantum and distribution

8.3.1 Having identified that housing growth scenarios B, E and H are the only three that ('reasonably') should be screened-in / taken forward for further consideration, there is a need to consider how development could potentially be distributed under each.

8.3.2 A 'default' approach to housing distribution would involve distributing growth under Scenarios B and E in-line with the current distribution of development/population within the District; and distributing growth under Scenario H in-line with housing waiting lists (i.e. with more housing directed to locations where waiting lists are longer). This default approach to distribution is the approach assumed by the SHMA.

8.3.3 It is important to test the default approach to distribution; however, of the two 'demographic' scenarios, it is felt (by the Council) that Scenario B (higher growth) need not be tested as the approach to growth in the SDNP area would be unreasonably high.⁸⁸

8.3.4 As such, two Quantum / Distribution options are as follows –

	Scenario E 9,112 dwellings	Scenario H 10,880 dwellings
	Distributed according to current population	Distributed according to housing waiting lists
District total allocations ⁸⁹ (includes 5% buffer) ⁹⁰	2,365	4221
Allocations in the 'North'	0*	1242
Allocations in the SDNP	1,785	2893
Allocations in the 'South'	580	85

* Under Scenario E existing commitments - including 2,725 at Whitehill & Bordon - more than meet the needs of the North and so there is no need for further allocations

⁸⁸ In other words, if the decision was taken to distribute development in-line with the current distribution Scenario E would undoubtedly be favoured over Scenario B, and hence there is no need to test Scenario B with this distribution of development.

⁸⁹ At the district-scale the difference between 'total' figure (e.g. 9,568 in the case of Scenario E) and 'district total allocations' figure is essentially made up of 'dwellings with planning permissions / those that can be expected to come forward as windfalls' (4,135) + Whitehill/Bordon Strategic Allocation (2,725) = **6,860**

⁹⁰ The 'district total allocations' figure has been multiplied by 1.05 to reflect the NPPF requirement that authorities 'identify and update annually a supply of specific deliverable sites sufficient to provide five years' worth of housing against their housing requirements with an additional buffer of 5% to ensure choice and competition.'

8.3.5 The starting point for thinking about further (i.e. non-default) quantum / distribution options was the need to ensure that the level of development directed to the SDNP was appropriate to the environmental sensitivities that exist.

8.3.6 A 'low growth' approach to the SDNP is suggested in the SHMA to involve 1,343 dwellings, which would necessitate allocations for 614 dwellings.⁹¹ This figure assumes 'zero net migration'. With an allowance for flexibility on allocated sites and a rounding of overall allocation figures it was identified that a 'reasonable' low growth figure for the SDNP is probably slightly higher than this: 1,426 dwellings, which would necessitate allocations for 697 dwellings.

8.3.7 As such, three reasonable quantum / distribution options are –

	Scenario B 9,894 dwellings	Scenario E 9,112 dwellings	Scenario H 10,880 dwellings
	Allocations for <u>697 dwellings in the SDNP</u> / development otherwise distributed by current population		
District total allocations (includes 5% buffer)	3,186	2,365	4,221
Allocations in the 'North'	1287	697	2111
Allocations in the SDNP	697	697	697
Allocations in the 'South'	1202	970	1412

8.3.8 It was also determined that two other approaches to growth in the SDNP should be tested, namely: 1) allocating land for 1,000 dwellings; and 2) allocating land for 1,390 dwellings. It was determined that there was a need to test these approaches to growth in the SDNP for Scenario B only, as this is the mid-range option.

8.3.9 As such, two quantum / distribution options are as follows –

	Scenario B 9,984 dwellings	Scenario B 9,984 dwellings
	Allocations for <u>1,000 dwellings in the SDNP</u> / development otherwise distributed by current population	Allocations for <u>1,390 dwellings in the SDNP</u> / development otherwise distributed by current population
District total allocations (includes 5% buffer)	3,186	3,186
Allocations in the 'North'	1,000	796
Allocations in the SDNP	1,000	1390
Allocations in the 'South'	1,186	1000

⁹¹ Given that total commitments and windfalls (and completions) in the SDNP = 729 dwellings

- 8.3.10 **Table 8.1** presents the seven alternatives / options next to one another in a more logical order.
- 8.3.11 Readers will note that Table 8.1 'goes beyond' identifying allocations on a 'sub-area by sub-area' basis to distribute allocations to various settlements. The settlement by settlement distribution reflects factors including:
- The settlement hierarchy including the economic, social and environmental issues prevailing at each settlement;
 - The availability of SHLAA sites (e.g. there are no SHLAA sites at Grayshott); and
 - The proximity of the Special Protection Areas (SPAs).
- 8.3.12 **Table 8.2** summarises some of the key characteristics of the options.

Table 8.1: The seven alternative 'broadly how much and where' options that are the focus of SA

			OPTION 1	OPTION 2	OPTION 3	OPTION 4	OPTION 5	OPTION 6	OPTION 7
			Allocations for <u>2,365</u> dwellings (Scenario E); with 697 in the SDNP / development otherwise distributed by current population	Allocations for <u>2,365</u> dwellings (Scenario E); distributed according to current population	Allocations for <u>3,186</u> dwellings (Scenario B); with 697 in the SDNP / development otherwise distributed by current population	Allocations for <u>3,186</u> dwellings (Scenario B); with 1,055 in the SDNP / development otherwise distributed by current population	Allocations for <u>3,186</u> dwellings (Scenario B); with 1,486 in the SDNP / development otherwise distributed by current population	Allocations for <u>4,221</u> dwellings (Scenario H); with 697 in the SDNP / development otherwise distributed by current population	Allocations for <u>4,221</u> dwellings (Scenario H); with sub-areas meeting their own affordable housing needs
		Completions, commitments & windfalls	New allocations required	New allocations required	New allocations required	New allocations required	New allocations required	New allocations required	New allocations required
'North'	Alton	982	697	0	660	593	402	1380	902
	Liphook	624	0	0	152	136	148	360	170
	Four Marks	318	0	0	152	119	99	360	170
	Grayshott	48	0	0	0	0	0	0	0
	Rest	324	0	0	322	152	148	0	0
	Whitehill & Bordon Policy Area	2932*	0	0	0	0	0	0	0
	Sub total	5228*	697	0	1287	1,000	796	2111	1242
SDNP	Petersfield	217	697	1532	544	712	865	595	2477
	Liss	160	0	134	51	119	271	102	417
	Rest	352	0	119	102	169	254	0	0
	Sub total	729	697	1,785	697	1,000	1390	697	2893
'South'	Horndean	490	720	490	897	852	599	1412	85
	Clanfield	321	200	45	102	200	276	0	0
	Rowlands Castle	92	50	45	203	134	124	0	0
	Sub total	903	970	580	1202	1,186	1000	1412	85
District total	6860*	<u>2,365</u>	<u>2,365</u>	<u>3,186</u>	<u>3,186</u>	<u>3,186</u>	<u>4,221</u>	<u>4,221</u>	

* Includes strategic allocation at Whitehill & Bordon

Table 8.2: Key characteristics of the seven alternative 'broadly how much and where' options

Option	Description	Key characteristics
1	Allocations for <u>2,365</u> dwellings (Scenario E); with 697 in the SDNP / development otherwise distributed by current population	<ul style="list-style-type: none"> • Low growth at the District scale • Low growth in the north, with growth solely at Alton. This represents a mid-range approach to growth at Alton. • Low growth in the SDNP, with growth solely at Petersfield. This represents a mid-range approach at Petersfield. • Mid-range approach to growth in the South.
2	Allocations for <u>2,365</u> dwellings (Scenario E); distributed according to current population	<ul style="list-style-type: none"> • Low growth at the District scale • Existing commitments - including 2,725 at Whitehill & Bordon - more than meet the needs of the North • Very high growth in the SDNP, with growth focused at Petersfield. • Low growth in the South, focused at Horndean
3	Allocations for <u>3,186</u> dwellings (Scenario B); with 697 dwellings in the SDNP / development otherwise distributed by current population	<ul style="list-style-type: none"> • High growth in the North, spread between settlements including villages. • Low growth in the SDNP, including low growth at Petersfield and Liss • Mid-range growth in the South, but with high growth at Rowlands Castle
4	Allocations for <u>3,186</u> dwellings (Scenario B); with 1,055 in the SDNP / development otherwise distributed by current population	<ul style="list-style-type: none"> • A mid-range option, with growth spread fairly evenly.
5	Allocations for <u>3,186</u> dwellings (Scenario B); with 1,486 in the SDNP / development otherwise distributed by current population	<ul style="list-style-type: none"> • Low growth in the North spread between settlements • Growth in the SDNP is mid-range, but growth to villages in the SDNP is high • Growth in the South is mid-range, but growth to Clanfield is high
6	Allocations for <u>4,221</u> dwellings (Scenario H); with 697 in the SDNP / development otherwise distributed by current population	<ul style="list-style-type: none"> • High growth at the District scale • High growth in the North inc. v high growth at Alton and high growth at Liphook & Four Marks; zero growth at villages. • Low growth in the SDNP inc. low growth at Petersfield and zero growth at villages • High growth in the South focused solely at Horndean
7	Allocations for <u>4,221</u> dwellings (Scenario H); with sub-areas meeting their own affordable housing needs	<ul style="list-style-type: none"> • High growth at the District scale • High growth in the North, focused at Alton; zero growth at villages. • Very high growth in the SDNP inc. v high growth at Petersfield and Liss; zero growth at villages • Very low growth in the South

9 INTERIM APPRAISAL FINDINGS

9.1 Introduction

9.1.1 Interim appraisal findings – i.e. appraisal findings in relation to the seven ‘*Broadly how much and where*’ alternatives – are summarised below and presented in detail in **Appendix I** (which also discusses the methodological approach taken).

9.2 Summary appraisal findings

9.2.1 **Appendix I** presents appraisal findings in detail. **Table 9.1** presents a summary.

Table 9.1: Summary appraisal findings: ‘Broadly how much and where’ options

Sustainability topic	Option 1 Allocations for 2,365 dwellings (Scenario E); with 697 in the SDNP / development otherwise distributed by current population	Option 2 Allocations for 2,365 dwellings (Scenario E); distributed according to current population	Option 3 Allocations for 3,186 dwellings (Scenario B); with 697 in the SDNP / development otherwise distributed by current population	Option 4 Allocations for 3,186 dwellings (Scenario B); with 1,055 in the SDNP / development otherwise distributed by current population	Option 5 Allocations for 3,186 dwellings (Scenario B); with 1,486 in the SDNP / development otherwise distributed by current population	Option 6 Allocations for 4,221 dwellings (Scenario H); with 697 in the SDNP / development otherwise distributed by current population	Option 7 Allocations for 4,221 dwellings (Scenario H); with sub-areas meeting their own affordable housing needs
Population	3	5	2	2	1★	4	4
Health	3	6	2	2	1★	4	5
Employment & Economy	6	7	2	3	4	1★	5
Transport & Accessibility	4	4	2	2	2	1★	3
Crime & Safety	-	-	-	-	-	-	-
Housing	6	6	5	4	3	2	1★
Cultural Heritage	-	-	-	-	-	-	-
Climate	4	4	2	2	2	1★	3
Air	?	?	?	?	?	?	?
Soil	-	-	-	-	-	-	-
Water	-	-	-	-	-	-	-
Biodiversity	1★	1★	2	3	4	6	5
Landscape	1★	6	2	3	5	4	7
Waste	-	-	-	-	-	-	-
Material Assets	-	-	-	-	-	-	-

Discussion:

The higher growth options tend to perform well in terms of ‘socio-economic’ related sustainability topics, but less well in terms of ‘biodiversity’ and ‘landscape’, i.e. two of the three ‘environmental’ topics that are a focus of the appraisal (the other being ‘climate change’). Taking the options in turn:

- **Options 1 and 2** perform well in terms of biodiversity on account of being 'low growth' and generally focusing growth at the major settlements rather than small villages.
- **Option 1** also performs well in terms of landscape.
- **Option 2** – performs poorly in terms of landscape, with **significant negative effects** predicted. This is on the basis that a large amount of growth will be directed to Petersfield (allocations for 1532 dwellings) – a town that is known to be constrained from a landscape perspective given its location in the SDNP.
- **Options 1 and 2** perform poorly in terms of transport / accessibility, with **significant negative effects** predicted. This is primarily on account of being 'low growth', but it is also the case that the distribution of growth is not ideal. In particular, Option 2 would involve a low growth approach at Alton (a market town with a need to ensure its continued role in the settlement hierarchy in the long term with a view to preventing trips to other settlements further afield). Option 2 would also involve growth at Petersfield that could put strain on the local road network and hence impact rural 'accessibility'.
- **Options 1 and 2** perform poorly in terms of employment / economy on account of being 'low growth', with **Option 2** performing worse (resulting in a prediction of **significant negative effects**) as a result of the proposed distribution.
- **Option 2** is also predicted to result in **significant negative effects** in terms of population and health as a result of being low growth and involving a less than ideal distribution (in particular, with no allocations at Alton). Population and health related considerations are discussed further below, under Option 5.
- **Options 3, 4 and 5** – the medium growth options – perform well in terms of a number of sustainability topics. Option 3 performs less well in terms of housing on the basis that local housing need would go unmet to a greater extent in the SDNP (as a result of allocations for only 697 dwellings).
- **Option 5** performs best out of all the options in terms of population and health. This reflects the distribution of development to settlements that saw a significant increase in the % of the population aged 65+ between 2001 and 2011 and/or a significant increase in the % of the population identifying day-to-day activities being limited by health/disability between 2001 and 2011. It is assumed that development will lead to funding being made available for new and improved services and facilities that can support good health. However, **significant negative effects** are predicted in terms of landscape given the scale of growth (allocations for 1390 dwellings) in the SDNP.
- **Option 6** is best performing in terms of economy / employment and transport / accessibility on the basis that this option (along with Option 7) will involve a high growth approach and the distribution will generally mean that growth is at those towns and villages where developer funds could be used for targeted town/village centre and transport infrastructure improvements. **Significant positive effects** are predicted in terms of transport / accessibility.
- **Option 6** also performs best in terms of climate change. In this respect, it is suggested that a higher growth option may be preferable given that it should result in funds being made available to support improvements to town centres and transport infrastructure, hence perhaps leading to reduced car dependency. There are also other climate change related considerations, including 'adaptation' issues; but it is not clear that the options lead to implications.
- **Options 6 and 7** perform well in terms of housing. Option 7 would involve following a 'high housing growth' approach and ensuring that growth is distributed to those locations where need for affordable housing is greatest. **Option 7** is predicted to result in **significant positive effects**. Option 6 would also involve following a 'high housing growth' approach, which would be beneficial from a perspective of seeking to address affordable housing need; however, at a 'sub-district' scale growth would not be directed to locations where need is greatest. In particular, Option 6 seeks to minimise housing growth in the SDNP (allocations for 697 dwellings).
- **Option 7** performs badly in terms of employment / economy despite involving high growth. This is on the basis that high growth could hinder the achievement of economic objectives in the SDNP; and very low growth at Horndean would prevent achievement of regeneration objectives. It is noted that growth in the SDNP would be entirely focused at Petersfield (where significant economic opportunities exist) and Liss, with no growth allocated to other villages. Hypothetically – with National Park considerations put to one side - it might be suggested that this level of growth at Petersfield (allocations for 2477) could be 'transformative' (e.g. could lead to the attraction of major employers bringing high skilled jobs); although traffic congestion is a constraint at Petersfield that could act as a barrier to growth.
- **Options 6 and 7** would likely result in **significant negative effects** in terms of biodiversity given the need to develop within areas of the District that are more sensitive.
- **Option 7** would lead to **significant negative effects** in terms of landscape given growth within the SDNP (allocations for 2893 dwellings).

10 OUTLINE REASONS FOR SELECTING THE PREFERRED APPROACH

10.1.1 This section explains (in the form of ‘outline reasons’)⁹² the Council’s reasons for selecting the preferred approach to housing quantum / distribution in-light of interim appraisal findings, i.e. in-light of the appraisal findings summarised in Chapter 9, above. It is important to emphasise that the text presented within this Chapter is the Council’s.

10.2 Selection of a preferred growth ‘quantum’

10.2.1 Meeting the objectively assessed need for housing is central to getting a sound JCS. The SHMA concludes that “an objective assessment of housing need and demand for East Hampshire District falls within the range 500 to 650 dwellings per annum”. It is this range that needs to be considered against paragraph 47 of the NPPF.

10.2.2 The SHMA assesses affordable housing need in Chapter 5; the outcome results in Scenario H. This estimates a requirement of 640 dwellings per annum (d.p.a) is needed to provide for a net affordable housing need of 256 d.p.a to meet existing and predicted future needs. This assumes a notional delivery of 40% of housing being affordable.

10.2.3 The SHMA indicates, however, that the affordable housing need is based upon a given set of assumptions and that adopting different assumptions may result in different and more positive outcomes for affordability.

10.2.4 In particular, the SHMA adopts assumed thresholds for the proportion of household income spent on housing. In some cases, it may be that in the face of acute housing affordability pressures, households choose to stretch their finances in order to access housing. By way of example, the report indicates that by increasing the proportion of income spent on rent from a 25% threshold to 30% would reduce the proportion of newly forming households unable to afford to rent in the private market from 54% to 43%. It calculates that by applying this over the whole 17 year plan period could reduce net affordable housing needs from 256 d.p.a to 204 d.p.a. This would also reduce overall dwelling requirements under this scenario to 510 d.p.a. The SHMA concludes that “As a sensitivity, it also highlights that full affordable housing needs might also be able to be met at lower levels of overall housing delivery, such as those scenarios representing demographic-led needs.”

10.2.5 Estimates from CLG’s English Housing Survey suggest that in 2010/11 the national mean average ‘spend on rent’ for households in private rented accommodation was 34.4% of gross household income (including state assistance). This rose to 42.5% when excluding state assistance (i.e. excluding housing benefit paid to those in the private rented sector). This suggests that 30% of household income is a reasonable, and potentially even conservative, reflection of what households may currently pay in order to access the private rented sector.

10.2.6 In view of the range of percentages and thresholds, the Council considers that the 640 d.p.a target identified in scenario H is unlikely to be required to achieve the delivery of adequate affordable housing to meet the backlog of housing need and future affordable housing need. An annual target of about 580 d.p.a, similar to the Scenario B target of 582 d.p.a will provide for affordable housing need if there is some flexibility to include a higher proportion of household income to be spent on housing as indicated in the SHMA.

10.2.7 The Hampshire Home Choice Bands are broader in their definition of housing need and are likely to include those who do not fall within the definition of being in need of housing within CLG guidance. A reduced level of affordable housing provision may well therefore, satisfy affordable housing need as defined by CLG guidance.

⁹² The Regulations require that the SA Report presents ‘outline reasons for selecting the alternatives dealt with’

- 10.2.8 **The Council considers therefore, that affordable housing need will be adequately met through a housing requirement that equates to the Scenario B SHMA target of about 580 d.p.a for the plan period. Options 3, 4 and 5 within the SA relate specifically to the scale of housing proposed within Scenario B.**
- 10.2.9 A housing target of about 580 d.p.a is at the high end of the demographic-led scenarios and is based on the government's sub-national population projections, including natural change in population and net in-migration. The Council therefore believes that a figure of about 580 d.p.a meets objectively assessed need for market and affordable housing. There may be a need for households to stretch their budgets; however, this is assumed to be a relatively small budget stretch (25% to 30% of income) in an area with high levels of employment and reasonable salaries such as East Hampshire could reduce those unable to afford market housing from 54% to 43%.
- 10.2.10 The SHMA states that even the lower end of the range (500 to 650 d.p.a) would at minimum **deliver sufficient labour force to support the employment growth set out by a lower economic growth forecast** from Experian. Under Scenario B (582 d.p.a), the labour force would increase by 2,479 people with an additional 184 jobs per annum supported. Scenario B was tested through the Employment Land Review with the scale of new employment land proposed in the Modifications to the JCS reflecting local needs and changes to the size of the local workforce. The SA indicates that this level of housing growth affords the opportunity to attract lower skilled workers to the District to match the main type of employment available.
- 10.3 Selection of a preferred growth 'distribution'**
- 10.3.1 The adoption of a figure of 580 d.p.a as an appropriate level of housing to meet objectively assessed needs requires the provision of approximately 5,925 dwellings (including flexibility) as new allocations in the period up to 2028. Studies have shown that 2,725 of the 4,000 dwellings eventually to be provided at Whitehill and Bordon can be delivered during the plan period. This leaves 3,200 dwellings to be provided elsewhere in the District up to 2028.
- 10.3.2 A number of workshops with District Councillors and Members from the South Downs National Park took place during the Spring to consider the data from the SHMA, examine complementary information and propose options for distributing the objectively assessed housing need. Each settlement had its own Profile which looked at its Sustainable Development Capacity. At the same time, the options for the distribution of housing were appraised through SA, which helped inform the Workshops (which were able to focus on those that performed well in terms of sustainability). This has resulted in a democratically inclusive and evolutionary approach to determining the housing target and its distribution.
- 10.3.3 The larger proportion of the new housing is focused on the market towns of Alton (700 dwellings) and Petersfield (400 - 700) and Horndean (700), a large local service centre which is the main settlement in the south of the District. These settlements are also the focus for further employment provision.
- 10.3.4 The other local service centres have lower levels of new housing (150 to 200 additional dwellings). The housing strategy also allows for allocations to be made in some of the smaller villages (100 dwellings in total within the National Park and 150 dwellings outside the National Park).
- 10.3.5 The SA analysis of the options for the distribution of housing using the target of about 580d.p.a (options 3, 4 and 5) shows that they perform well in terms of most sustainability topics.
- 10.3.6 The spatial strategy as set out in Policy CP1 directs new development growth to the most **accessible locations** in the District. The priority is to make the best use of previously developed land and buildings within existing built up areas. The remaining growth is therefore distributed around the District with the settlements higher up the settlement hierarchy generally receiving the larger share of the new development within environmental constraints.

- 10.3.7 The scale of new development within the **South Downs National Park** reflects the constraints and opportunities applying to the various settlements to ensure that the purposes and duty of the National Park are delivered. The landscape appraisal of land available for development within the National Park has been a key consideration in determining the scale of development proposed in Petersfield, Liss and the other villages within the National Park. The landscape appraisal of the main settlements outside of the National Park has also influenced the scale of growth regarded as being appropriate.
- 10.3.8 The **Wealden Heaths (Phase II) SPA** is a constraint to housing development in the north eastern part of the District. The SANGs (Suitable Accessible Natural Greenspace) to be provided at Whitehill & Bordon will allow for the provision of an additional 4,000 dwellings in the town but additional housing within the vicinity of the SPA (approximately within a 5 km radius) is restricted because of a potential significant impact, mainly through recreational pressure, on the SPA. The scale of new housing proposed at Liss and Liphook takes this issue into account with the total housing within the vicinity within that recommended in the Habitats Regulations Assessment. The future allocation of sites for housing at the villages will also take this into account.
- 10.3.9 The level of housing proposed and its relatively even distribution around the District (other than at Whitehill & Bordon) means that most **housing needs**, including for affordable housing and housing for an ageing population, will be met locally. The exception being the need for market and affordable housing within the National Park (due to landscape constraints) where there is a reliance on provision elsewhere.
- 10.3.10 The distribution strategy is seen as an appropriate way of maintaining the vitality and viability of **town and village centres** and helping the main settlements to maintain their role in the hierarchy in the longer term to prevent trips to other places further afield. The scale of development proposed in the larger settlements also supports the delivery of **decentralised renewable/low carbon energy generation infrastructure**.

**PART 3: WHAT ARE THE APPRAISAL FINDINGS AND
RECOMMENDATIONS AT THIS CURRENT STAGE?**

11 INTRODUCTION (TO PART 3)

The report must include...

- The likely significant effects on the sustainability baseline associated with **the draft plan**
- The measures envisaged to prevent, reduce and as fully as possible offset any significant adverse effects of implementing **the draft plan**

11.1.1 There is a need to present an appraisal of the Proposed Modifications with a view to ensuring those that wish to make representations during the current 'Publication' period are suitably informed – i.e. have an understanding of the likely significant effects associated with the Modifications. Appraisal findings will also be taken into account by the Inspector, at the resumed Examination in October 2013, alongside representations received.

12 METHODOLOGY

12.1.1 The appraisal identifies and evaluates 'likely significant effects' on the baseline associated with the Proposed Modifications, drawing on the sustainability topics and objectives identified through scoping (see Part 1) as a methodological framework. Effects are predicted taking into account the criteria presented within Regulations.⁹³ So, for example, account is taken of the duration, frequency and reversibility of effects as far as possible. These effect 'characteristics' are described within the appraisal as appropriate.

12.1.2 The potential for 'cumulative' effects is also considered. In particular, there is a need to take into account the effects of the Proposed Modifications acting in combination with the policies presented within the submitted JCS that remain unmodified. Another 'cumulative consideration' relates to the potential for the South Downs National Park to be impacted by the cumulative effects of growth in East Hampshire alongside growth in other Districts (given that the National Park spans 12 and is easily accessible from many more).

12.1.3 Every effort is made to predict effects accurately; however, this is inherently challenging given the high level nature of the policy proposals under consideration. The ability to predict effects accurately is also limited by understanding of the baseline (now and in the future under a 'no plan' scenario).

12.1.4 In light of this, there is a need to make considerable assumptions regarding how the modifications / plan will be implemented 'on the ground' and what the effect on particular receptors will be. Where there is a need to rely on assumptions, this is made explicit in the appraisal text.⁹⁴ In many instances, given reasonable assumptions, it is not possible to predict likely significant effects, but it is possible to comment on the merits of the Proposed Modifications in more general terms.

'Added structure'

12.1.5 There is a need to focus on the effects of 'the modifications' as a whole, but it is also helpful to break-up the appraisal somewhat. Two sub-headings are used under each 'topic' heading:

- 1) Appraisal of modifications to the spatial strategy (i.e. modifications to CP1 and CP8) – see Table 12.1
- 2) Appraisal of other modifications.

Also, under sub-heading (2) a box is included which lists those policies/modifications that are a focus of the subsequent discussion.

⁹³ Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations 2004

⁹⁴ It is worth noting that, as stated by Government Guidance (The Plan Making Manual, see <http://www.pas.gov.uk/pas/core/page.do?pageld=156210>): "Ultimately, the significance of an effect is a matter of judgment and should require no more than a clear and reasonable justification."

Table 12.1: The preferred housing growth strategy as set out by the modifications to CP8

		Total completions, commitments and expected windfalls	New allocations	Total housing growth over plan period
North of SDNP	Alton	982	700	1682
	Liphook	624	175	799
	Four Marks/ S Medstead	318	175	493
	Grayshott	48	0	48
	Rest	324	150	474
	Whitehill & Bordon Policy Area	2932*		2932
	Sub total	5228*	1200	6428*
SDNP	Petersfield	217	700	917
	Liss	160	150	310
	Rest	352	100	452
	Sub total	729	950	1679
South	Horndean	490	700	1190
	Clanfield	321	200	521
	Rowlands Castle	92	150	242
	Sub total	903	1050	1953
District total		6860*	3200	10060*

* Includes strategic allocation at Whitehill Bordon

13 POPULATION
Sustainability objectives

- 1) To reduce social exclusion and incidents of poverty in the District
- 2) To ensure that young people choose to live in and contribute to the area
- 3) To make provisions for a changing age structure within the population

13.1 Appraisal of modifications to policies CP1 / CP8

13.1.1 The preferred growth strategy (3200 allocations) / spatial strategy (focused on the market towns of **Alton** and **Petersfield** and the large local service centre of **Horndean** with a proportion dispersed elsewhere) performs fairly well from a perspective of wishing to address the key issue of 'making provision for an ageing population'. This is on the basis that Alton, Petersfield and Horndean are three of the four settlements that saw a significant increase in the % of the population aged 65+ between 2001 and 2011.⁹⁵ The other settlement that saw a significant increase in the % of the population aged 65+ between 2001 and 2011 is Rowlands Castle (indeed, this small service centre saw the greatest increase at 38.2%). It is also notable that Rowlands Castle experienced a small decrease in population between 2001 and 2011. On this basis it might be suggested that **Rowlands Castle** should be a focus of growth (i.e. growth over and above a level commensurate with its position in the settlement hierarchy) with a view to ensuring a balanced population locally and at the same time making provisions for an aging population (on the basis that housing growth will increase the likelihood of specialist housing being developed and private sector funds being made available for targeted 'community infrastructure' improvements).

13.1.2 The implications of the preferred growth / spatial strategy for other 'population' related issues are discussed further below under the 'Health' and 'Economy and employment' topics, including matters relating to access to services and facilities more generally and matters relating to securing regeneration / addressing pockets of relative socio-economic deprivation.

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

13.1.3 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded positive effects in terms of the 'Population' related SA Objectives (particularly SA Objective 2). In comparison, the preferred approach as set out in CP1 / CP8 as modified is more 'ambitious'⁹⁶ which has positive implications. The new spatial strategy – which essentially seeks to allocate land for significant housing growth at eight settlements (plus land for smaller scale growth at 'other villages' in the North and SDNP) rather than solely at Alton, Petersfield and Horndean – also has positive implications.⁹⁷

13.2 Appraisal of other modifications

Relevant policies / modifications:

- **New Policy** (Employment and Workforce Skills); **CP10** (Housing Tenure, Type and Mix); **CP10A** (Housing and Extra Care Provision for the Elderly); **CP11** (Affordable Housing on Residential Development Sites); **CP12** (Affordable Housing for Rural Communities); **CP13** (Gypsies, Travellers & Travelling Showpeople); **CP14** (Protection and Provision of Social Infrastructure);

⁹⁵ Alton @ 27% increase; Petersfield @ 21.2% increase; and Horndean @ 19.9% increase.

⁹⁶ Factoring-in the approach to growth at Whitehill & Bordon (2,750 dwellings over the plan period rather than 4,000) the JCS as modified allocates land for 5,950 dwellings whereas the JCS as previously submitted allocated land for 4,730.

⁹⁷ Specifically, more land is now allocated at Alton (700 dwellings rather than 200), Petersfield (700 dwellings rather than 330) and Horndean (700 dwellings rather than 200); and land is now allocated at Liphook (175 dwellings), Four Marks (175 dwellings), 'Villages in the north' (150 dwellings), Liss (150 dwellings), 'Villages in the SDNP' (100 dwellings), Clanfield (200 dwellings) and Rowlands Castle (150 dwellings) whereas none was allocated before. The 'backdrop' to the new spatial approach as set by CP1 / CP8 as modified is that land is allocated for 2,725 dwellings over the plan period at Whitehill & Bordon rather than 4,000. The approach to Whitehill & Bordon is the 'backdrop' to the appraisal (i.e. is considered part of the 'baseline' against which effects of the Proposed Modifications are appraised) on the basis that the preferred approach reflects 'deliverability' considerations only as opposed to policy considerations (i.e. no policy choice has been made).

- 13.2.1 The addition of a **new policy** after paragraph 5.28 identifies the intention to improve workforce skills and employability, promote, support and secure skills and the provision of employment and training within the District. This policy will have a beneficial effect (particularly in terms of SA Objectives 1 and 2); as it will lead to greater access to employment therefore potentially a reduced rate of unemployment.
- 13.2.2 Modifications to **CP10** and **CP10A** will both have a beneficial effect (particularly in terms of SA Objective 3) by improving the housing mix within the District. CP10 and CP10A both encourage the provision of housing that meets the requirements of the community and in particular retirement and extra care housing for the elderly. Furthermore modifications to **CP12** address ‘meeting identified affordable housing needs in rural communities leading to benefits in terms of SA Objective 1 (Reduce social exclusion...)’.
- 13.2.3 Modifications to **CP13** seek to ensure that where there is an identified need for sites to accommodate gypsy, traveller and travelling showpeople then permission will be granted (subject to other planning criteria). Furthermore, other modifications within the policy commit the District to meeting needs as identified by the evidence base (the Travellers Accommodation Assessment for Hampshire 2013). Benefits are likely in terms of SA Objective 1 (Reduce social exclusion...).
- 13.2.4 Modifications to **CP14** specify that developer contributions should be used for ‘the provision and improvement’ of facilities and services. Furthermore, the inclusion of Table CP14 is helpful. It identifies those facilities and services that are considered to be social infrastructure and provides clarification as to the expectations of the District. These modifications result in greater potential to *improve* provision of social infrastructure. This should have a beneficial effect on the provision of the services and facilities (i.e. health care and social services) relied on by the elderly (SA Objective 3).
- 13.2.5 It is also noted that:
- Modifications to paragraph 6.83 seek to ensure the provision of open space, sports and recreational buildings and ensure playing fields are not lost through new development. This should help encourage young people to engage in interesting activities (SA Objective 2).
 - Modifications to the text introducing Whitehill & Bordon clarify policy in relation to the new learning campus envisaged on the site (which should include: extra-curricular activities, family learning, specialist services, skills training and sports facilities all available for community use). Benefits are likely in terms of SA Objective 2.

13.3 Appraisal of the Proposed Modifications ‘as a whole’

- 13.3.1 The discussion above suggests that the proposed distribution of growth is appropriate (although there is a suggestion that Rowlands Castle could be deserving of higher growth) and ‘other modifications’ all have positive implications (of particular note being the modifications made to CP10 and the introduction of CP10A, which clearly seek to respond to addressing the changing requirements of the aging population). In combination with the JCS as previously submitted (see Box 13.1) the Proposed Modifications should result in **significant positive effects** in terms of ‘Population’ related sustainability objectives.

Box 13.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of ‘Population’ related sustainability objectives. It was identified that benefits stem from aspects of the plan including:

- Policies that seek to reduce social exclusion and poverty through provision of affordable housing the maintenance / provision of a range of local services and facilities; and
- The provision of new housing, which should be particularly beneficial in terms of ensuring young people choose to live in the area.

14 HEALTH

Sustainability objective

4) To improve the health and well-being of the population and reduce health inequalities

14.1 Appraisal of modifications to policies CP1 / CP8

14.1.1 The preferred growth strategy (3200 allocations) / spatial strategy (focused on the market towns of **Alton** and **Petersfield** and the large local service centre of **Horndean** with a proportion dispersed elsewhere) performs well in terms of the objective *‘To improve the health and well-being of the population and reduce inequalities in health’*. This is on the basis that Alton, Petersfield and Horndean are three of the four settlements that saw a significant increase in the % of the population identifying day-to-day activities being limited by health/disability between 2001 and 2011 (the other being **Rowlands Castle**).⁹⁸ It is assumed that housing growth is beneficial from a perspective of wishing to address concentrations of poor health on the basis that it will increase the likelihood of private sector funds being made available for targeted ‘community infrastructure’ improvements (including open space and walking/cycling infrastructure).

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

14.1.2 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded ‘no effects’ in terms of the ‘Health’ related SA Objective. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more ‘ambitious’ which has positive implications.⁹⁶ The new spatial strategy – which essentially seeks to allocate land for significant housing growth at eight settlements (plus land for smaller scale growth at ‘other villages’ in the North and SDNP) rather than solely at Alton, Petersfield and Horndean – also has positive implications.⁹⁷

14.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP10** (Housing Tenure, Type and Mix) and **CP10A** (Housing and Extra Care Provision for the Elderly); **CP14** (Protection and Provision of Social Infrastructure); **CP16** (Provision of Open Space, Sport and Recreation and Built Facilities) para.6.83; **CP29** (Transport); **CSWB12** (Pedestrian and Cycle Routes).

14.2.1 Within Chapter 13 (‘Population’) is a discussion of the positive effects of modifications relating to the provision of retirement and extra care housing (**CP10 and CP10A**), provision and improvement of services/facilities (**CP14**) and access to open space, sports and recreational facilities (**CP16**). These modifications also have positive implications in relation to ‘health’. Modifications to **CP29** focus on provision of additional cycle parking at rail stations and so should result in minor benefits given the link between ‘cycling as a means of travel’ and good health. It is also noted that modifications to **CSWB12** (criteria A) suggest that the signed walking and cycling routes around the town, should now link to other destinations. This will improve the likelihood of people using the green routes with positive implications for health.

14.3 Appraisal of the Proposed Modifications ‘as a whole’

14.3.1 The discussion above suggests that the proposed distribution of growth is appropriate and ‘other modifications’ all have positive implications, particularly modifications focused on encouraging walking and cycling as a preferred choice for transport. In combination with the JCS as previously submitted (see Box 14.1) the Proposed Modifications should result in positive effects in terms of the ‘Health’ related sustainability objective; however, it is not clear that ‘significant’ effects will result given the wide-ranging nature of health determinants.

Box 14.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) broadly positive effects in terms of ‘Health’. It was identified that benefits stem from (amongst other things) increased access to social and community services; and the provision of recreation facilities and pedestrian and cycle routes.

⁹⁸ Rowlands Castle @ 16.8 % increase; Alton @ 16.6% increase; and both Petersfield and Horndean @ 13.6% increase)

15 EMPLOYMENT AND ECONOMY

Sustainability objectives

- 5) To promote a vibrant and prosperous local economy that has a range of sustainable employment sites available and maintain a skilled resident workforce to support long-term competitiveness
- 6) To ensure a thriving rural economy
- 7) To promote sustainable tourism
- 8) To create and sustain vibrant, attractive and clean town/ village centres
- 9) To raise educational achievement levels across the District and develop the opportunities for everyone to acquire the skills needed to find and remain in work

15.1 Appraisal of modifications to policies CP1 / CP8

Realising economic opportunities (particularly around town centre vitality)

- 15.1.1 The preferred growth strategy (3200 allocations) / spatial strategy (focused on the market towns of **Alton** and **Petersfield** and the large local service centre of **Horndean** with a proportion dispersed elsewhere) performs well in terms of the objective *'To promote a vibrant and prosperous local economy'*. This is on the basis that the three settlements that are a focus of allocations are associated with identified economic 'opportunities' that can be realised to some extent 'through' growth (i.e. on the basis of investment in infrastructure funded by developer contributions). In particular, it is assumed that housing growth at this scale will lead to private sector funds being made available for: targeted infrastructure improvements (e.g. bridge improvements at Alton); public realm improvements (e.g. around Alton railway station); services/facilities that will be necessary in order to maintain the viability of town centres (e.g. Alton and Horndean); and the facilities necessary to support tourism (e.g. at Petersfield).
- 15.1.2 The decision to allocate the same level of growth to **Horndean** (a large service centre) as to Alton and Petersfield (market towns) is particularly beneficial in terms of the objective *'To create and sustain vibrant, attractive and clean town and village centres.'* Horndean is perhaps the prime example within the District of a village in need of targeted improvements. The village centre has to contend with a large supermarket (away from the centre), a general decline in the retail offer and the fact that the shopping area is segregated from main residential area by the A3.
- 15.1.3 At the small local service centres of Liss, Four Marks, Clanfield and Rowlands Castle the Proposed Modifications reflect the decision to follow a relatively low growth approach, i.e. one that is commensurate with the size of these settlements / their position in the settlement hierarchy. It should be the case that the scale of growth proposed is sufficient to bring some investment in local infrastructure etc, but it is likely that not all opportunities will be realised. **Liss** is associated with a disjointed centre (various sub settlements) and resulting lack of connectivity that could potentially be addressed to some extent through targeted investment in infrastructure (community/green/transport etc). At **Four Marks** there is similarly a need to address deficiencies in terms of connectivity/accessibility. At **Rowlands Castle** investment should help with the maintenance/enhancement of village centre vitality/viability. At **Clanfield** it is recognised that investment is needed to attract retail provision and fund community infrastructure; and that investment above a threshold level could lead to improvements to the junctions of the A3, which in turn could act as a catalyst for significant growth (currently the village does not have an industrial estate). It is not expected that the level of growth allocated to Clanfield will be sufficient to bring about this particular local improvement.

Addressing the employment imbalance

- 15.1.4 Housing growth, including affordable housing, affords the opportunity to attract lower skilled workers to the District to match the main type of employment available. The high level of new housing will also help to retain higher skilled young people and hence potentially attract new employers to the District. In turn, this would help with redressing the current employment ‘imbalance’ whereby there is an under provision of higher skilled jobs locally / a situation where higher skilled workers tend to commute-out and lower skilled workers tend to commute-in. This imbalance’ is particularly evident in **Petersfield**. Here there is the potential to attract major employers and address the current situation whereby high skilled workers tend to commute out. It is unclear whether the preferred approach to housing growth (allocations for 700 dwellings) will have a transformative effect at Petersfield.
- 15.1.5 It is recognised that the ‘baseline’ situation against which we must appraise the Proposed Modifications is one whereby Whitehill & Bordon contributes significantly to economic development at the District-scale. Here it is expected that industrial and business use development and a new town centre will provide approximately 3,500 new jobs over the plan period. Potentially this could assist in addressing the current imbalance between the types of jobs in the District and the skills and qualifications of the residents.

The rural economy

- 15.1.6 Petersfield aside, in the SDNP it is assumed that a low growth approach (150 allocations at Liss and 100 at ‘other villages’) is more ‘sustainable’ from an economic perspective given the need to focus on tourism which in turn means maintaining environmental quality. There is an identified need for more ‘organic’ growth stemming from the diversification of rural enterprise.

[How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?](#)

- 15.1.7 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded positive effects in terms of SA Objectives 5, 6 and 8 and ‘no effects’ for SA Objectives 7 and 9 (which are more specific objectives, covering tourism and education/skills). In comparison, the preferred approach as set out in CP1 / CP8 as modified is more ‘ambitious’, which has positive implications.⁹⁶ The new spatial strategy – which essentially seeks to allocate land for significant housing growth at eight settlements (plus land for smaller scale growth at ‘other villages’ in the North and SDNP) rather than solely at Alton, Petersfield and Horndean – also has positive implications.⁹⁷

15.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP2** (New Employment Provision); Supporting text to **CP3** (Existing Employment Land); **New Policy** (Employment and Workforce Skills); **CP4** (Rural Economy and Enterprise); **CP5** (New Retail Provision); **CP17** (Development in the Countryside), **CSWB1** (Strategic Allocation).

- 15.2.1 Modifications to (**CP2**) make provision for 23.2ha of employment land. In comparison the JCS as previously submitted made provision for 29ha. This decrease reflects the fact that provision is now made for 11.2ha at Whitehill & Bordon as opposed to 21.5ha (a 47.9% decrease) which in turn reflects the fact that provision is made for 2,725 dwellings at Whitehill & Bordon (over the plan period) as opposed to 4,000 (a 31.9% decrease). Although the decision to make provision for less employment growth at Whitehill & Bordon relative to housing growth is perhaps ‘less than ideal’ from an ‘Economy and employment’ perspective,⁹⁹ it is understood that the decision was made on the basis of up-to-date evidence¹⁰⁰ and so it is not possible to conclude negative effects.

⁹⁹ The reduction in the amount of land allocated reflects the fact that development has been completed on one of the sites.

¹⁰⁰ The 2013 2013 Employment Land Review Study took into account site specific development briefs prepared for the town centre and Louisburg Barracks, Market Review and capacity testing work.

- 15.2.2 The modifications to CP2 do seek to take a relatively ambitious approach (i.e. an approach that is ambitious relative to the approach in the JCS as previously submitted) to making provision for employment land elsewhere (i.e. outside of Whitehill & Bordon). Specifically:
- At **Alton** CP2 makes provision for 7ha of employment land (a 42.9% increase on the amount of land allocated in the JCS as previously submitted; which compares to a 250% increase in provision for housing);
 - At **Petersfield** CP2 makes provision for 3ha of employment land (a 50% increase on the amount of land allocated in the JCS as previously submitted; which compares to a 112% increase in provision for housing); and
 - At **Horndean** CP2 makes provision for 2ha of employment land (a 33% increase on the amount of land allocated in the JCS as previously submitted; which compares to a 250% increase in provision for housing).
- 15.2.3 These settlements have been identified through a recent Employment Land Review (ELR) as being commercially viable (i.e. there is a desire for businesses to locate here) particularly given good access and transport infrastructure and a high quality environment. Particular benefits should result in terms of enabling Alton (allocated 7ha) to capitalise on its position as a recognised market town (as opposed to growth being stifled by limited land availability). At Petersfield (allocated 3ha) the intention is more to ‘maintain’ its economic role having regard to the town’s location within the South Downs National Park. In the south of the District, the ELR Update Study recognises Horndean as an area of moderate market demand with good access to the A3 and recommends it as an appropriate location to accommodate some additional employment land. The allocation of 2ha of additional land in Horndean will help towards meeting the overall demand for employment land in the District and will also meet the requirement for additional land for the PUSH area as identified in the South Hampshire Strategy.
- 15.2.4 Modifications to the supporting text to **CP3** are notable as they reflect the fact - that on the basis of the 2013 ELR Update study – the Council now holds a more positive view on the performance of existing employment sites, and hence will be more likely to look to safeguard / prevent loss of employment use at existing employment sites.
- 15.2.5 In terms of *SA Objective 9* – which reflects the need to increase the numbers undertaking training opportunities and enhance opportunities for adult education – the proposed modifications perform well on the basis of the **new policy** after paragraph 5.28. A discussion of the benefits associated with this new policy is provided under the ‘Population’ heading above. It is also notable that modifications to the supporting text of **CSBW1** propose a new learning campus at Whitehill & Bordon that should provide (amongst other things) skills training.
- 15.2.6 Additions to **CP4** permit development for farm diversification schemes including, visitor attractions and visitor accommodation. This will have a beneficial effect on *SA Objective 6 ‘to ensure a thriving rural economy’ by further assisting the possibility of rural diversification*. Further benefits will result from modifications made at paragraph 7.5, which state that reasonable expansion of existing rural businesses will be supported
- 15.2.7 Modifications to **CP5** include the reduction of the retail floor-space to be delivered in the new town at Whitehill & Bordon by 7,000 square metres. This will have a positive effect in terms of *SA objective 5 ‘To promote a vibrant and prosperous local economy that has a range of sustainable employment sites.’* As detailed in CSWB3, this adjusted size will ensure the development is in line with the Town Centre Development Brief.

15.3 Appraisal of the Proposed Modifications ‘as a whole’

- 15.3.1 The discussion above suggests that the proposed distribution of growth is appropriate. There are arguments to suggest that one or two of the smaller service centres could benefit from receiving a higher level of growth, but these considerations are not fundamental at the district-scale. Proposed Modifications in relation to the provision of employment land (CP2) appear ‘less than ideal’ when compared to the approach presented within the JCS as previously submitted; however, it is recognised that the proposed approach was determined on the basis of up-to-date evidence. ‘Other modifications’ mostly have positive implications, with particular benefits resulting from the increased emphasis on ensuring access to skills training. Overall, in combination with the JCS as previously submitted (see Box 15.1), the Proposed Modifications should result in **significant positive effects** in terms of ‘Economy and employment’ related sustainability objectives.

Box 13.3: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of ‘Economy and employment’ related sustainability objectives. It was identified that benefits stem from aspects of the plan including:

- The allocation of employment land and the provision of additional floorspace for retail, which will enhance the number of job opportunities in rural locations (CP4) and in town and village centre locations (CP6).
- Locating a small portion of development within local service centres and rural villages (CP1 and CP8), which is likely to contribute to a thriving rural economy.
- Policies that seek to contribute towards creating attractive centres in towns and villages (CP14, CP6, CSWB1 and CSWB3).
- Increasing accessibility to social and community services (CP14), supporting social infrastructure including education (CSWB1) and the re-development of Whitehill Bordon (CSWB2) will likely develop opportunities for people to acquire skills needed to find and remain in work.

16 TRANSPORT AND ACCESSIBILITY

Sustainability objectives

10) To improve accessibility to all facilities and services, particularly in rural areas.

11) To reduce the need to travel by car and shorten the length and duration of journeys.

16.1 Appraisal of modifications to policies CP1 / CP8

16.1.1 Of the 3,200 dwellings outside of Whitehill & Bordon that the Proposed Modifications allocate land for:

- Allocations for 1400 (43.8%) are at the District's two Market Towns (Alton and Petersfield);
- Allocations for 700 (21.9%) are set to come forward at Horndean, which is one of the District's two 'large service centres'.
- Allocations for 1,100 (34.4%) dwellings are elsewhere. Of these -
 - The majority (850) are at Liphook (the other large service centre, which is allocated a relatively low amount of growth on the basis of environmental considerations) and the small local service centres of Four Marks, Liss, Clanfield and Rowlands Castle); and
 - The rest (250 homes) will be directed (by a subsequent Local Plan document) to 'other villages' in the North and SDNP.

16.1.2 As such, it is possible to conclude that the Proposed Modifications generally seek to allocate land for housing at 'accessible' locations, i.e. settlements higher up the settlement hierarchy where there is relatively good access to employment, retail and community facilities including via walking/cycling and public transport. Furthermore, as discussed above (Chapter 15; Economy and employment) the Proposed Modifications take an ambitious approach to employment growth at Alton, Petersfield and Horndean and there should also be the potential for growth to facilitate town centre improvements (e.g. improvements to public realm and community/green/transport infrastructure) that increase the attractiveness of town centres as destinations. The outcome should be that there is good potential for residents of new communities (and existing residents of Alton, Petersfield and Horndean) to minimise 'car dependency' and the 'distance travelled to meet day to day needs'.

 16.1.3 Housing growth allocated to 'other villages' in the North and SDNP may not be ideal from a perspective of wishing to minimise car dependency, but given the relatively small numbers involved any negative effect is minimal. Furthermore, from an 'accessibility' perspective it is appropriate to allocate some growth to rural villages with a view to maintaining the vitality of village centres. From an 'accessibility' perspective there is also the need to avoid congestion on the rural road network, and in this respect it is suggested that the preferred approach is appropriate. Significant growth is allocated to **Petersfield** - which sits within the rural SDNP area and is associated with some existing traffic congestion issues - and so it will be important to ensure that the detailed approach to growth here mitigates negative effects on the road network with a view to ensuring accessibility for residents of surrounding villages.

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

16.1.4 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded positive effects in terms of the SA Objectives relating to 'Transport and accessibility'. The new spatial strategy – which essentially seeks to allocate land for significant housing growth at eight settlements (plus land for smaller scale growth at 'other villages' in the North and SDNP) rather than solely at Alton, Petersfield and Horndean – is essentially 'less concentrated' and hence performs less well; however, that is not to suggest that the proposed approach is 'dispersed'.

16.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP4** (Rural Economy and Enterprise); **CP6** (Town and Village Facilities and Services); **CP14** (Protection and Provision of Social Infrastructure); **CP29** (Transport); **CSWB1** (Strategic Allocation); **CSWB12** (Pedestrian and Cycle Routes).

- 16.2.1 The removal of the paragraph after **CP4** (criteria d) - which referred to proposals that involve the loss of existing services and facilities in countryside areas - is reflected in additional text to **CP14**, which now seeks to improve local delivery of services through developer contributions. This leads to benefits in terms of improving accessibility to services (SA Objective 10).
- 16.2.2 Modifications to the supporting text of **CP6** (para 5.55) establish that policies aimed at protecting town, district and local centre boundaries and primary shopping areas are saved in the East Hampshire District Local Plan: Second Review. This is important in terms of maintaining and enhancing the range of shops, services and facilities in the town, district and local centres (SA Objective 10) including for rural areas. Reinforcing the position of local centres should also reduce the need to travel further afield for such services.
- 16.2.3 Modifications to **CP29** seek to ensure cycle parking is made available at rail stations. This will have a minor beneficial effect (particularly in terms of SA Objectives 10 and 11) as there will be greater opportunity for cycling as a preferred form of transport.
- 16.2.4 Modifications to **CSWB1** (criteria b) require that housing and employment growth come forward at a similar rate with a view to reducing instances of in and out commuting. This policy approach is particularly important given that there are some question-marks with regards to the balance of housing and employment growth that is provided for (over the plan period) at Whitehill & Bordon (see discussion under 'Economy and employment'; Chapter 15).
- 16.2.5 Modifications to **CSWB12** (criteria a), imply that walking and cycling routes will now be linking to other destinations. This will have a slight beneficial effect (in terms of SA Objective 11). The Walking and Cycling Strategy (which has now been prepared) will help to ensure benefits.
- 16.2.6 Text introducing the strategic allocation at Whitehill & Bordon (paragraph 9.25) has been modified to establish that the feasibility of a rail link to London is to be kept under review. This is a beneficial modification in terms of SA Objective 11.

16.3 Appraisal of the Proposed Modifications 'as a whole'

- 16.3.1 The discussion above suggests that the proposed distribution of growth is appropriate on the basis that growth concentrates development at higher order settlements, although it is suggested that further concentration would be preferable from a perspective of wishing to minimise 'need to travel' / 'car dependency'. 'Other modifications' mostly have positive implications, with particular benefits likely to result from the increased emphasis on ensuring balanced employment/housing growth at Whitehill & Bordon. Overall, in combination with the JCS as previously submitted (see Box 16.1), the Proposed Modifications should result in positive effects in terms of 'Transport and accessibility' related sustainability objectives; however, it is not possible to conclude that effects will be 'significant'.

Box 16.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of 'Transport and accessibility' related sustainability objectives. It was identified that benefits stem from aspects of the plan including: Policy CP14 and CP4 - which seek to improve accessibility to services; Policy CP1 / CP8 - which locate a portion of development within small local services centres and rural villages; thus leading to improved accessibility to facilities and services; and Policy CP29 – which requires developments to maintain or improve the range of transport modes accessible to users of the development.

17 CRIME AND SAFETY

Sustainability objective

12). To provide a safe and secure environment

17.1 Appraisal of modifications to policies CP1 / CP8

17.1.1 The spatial strategy / approach to housing growth as set out by the Proposed Modifications is only indirectly related to ‘Crime and safety’ related sustainability issues, i.e. it is difficult to come to any conclusions on likely effects. The policy approach to masterplanning and design will have a more significant bearing.

17.1.2 Having said this, it is perhaps notable that the Proposed Modifications seek to follow an ambitious approach to growth at Horndean - a town where there is an identified need for regeneration (see discussion above under ‘Economy and employment’). If growth leads to regeneration, then some benefits to the crime / fear of crime baseline can be assumed.

17.1.3 Another consideration is road safety. In this respect it is only possible to suggest that the preferred spatial strategy performs well on the basis that worsened traffic congestion should to a large extent be avoided (see discussion above, under ‘Transport and accessibility’).

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

17.1.4 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded ‘no effects’ in terms of SA Objective 12. The new ‘more ambitious’ approach to growth performs relatively well on the basis that there should be the potential for growth to support improvements to town and village centres (e.g. public realm improvements).

17.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP10A** (Housing and Extra Care Provision for the Elderly); **CP27** (Design)

17.2.1 There is little reference to crime and anti-social behaviour besides **CP27** (Criteria I); the modifications to which are minor. The inclusion of **CP10A**, which details the intention to provide housing developments, sheltered housing and extra care housing to support older people through retirement communities and retirement villages could lead to benefits in terms of SA Objective 12 (Fear of crime... especially among vulnerable individuals and communities).

17.3 Appraisal of the Proposed Modifications ‘as a whole’

17.3.1 The Proposed Modifications establish a relatively ambitious growth strategy, and so there should be the potential for this to result in funding for town/village centre improvement schemes that in turn lead to ‘Crime and safety’ benefits; however, any benefits will be only very indirectly related to the Proposed Modifications. Overall, in combination with the JCS as previously submitted (see Box 17.1), the Proposed Modifications are unlikely to result in significant effects.

Box 17.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of ‘Crime and safety’ related sustainability objectives. It was identified that benefits stem from aspects of the plan including policies focused on sustainable construction (CP22) and development design (CP27 and CSWB5).

18 HOUSING

Sustainability objective

13) To ensure that the residents of East Hampshire have the opportunity to live in a decent home which they can afford

18.1 Appraisal of modifications to policies CP1 / CP8

18.1.1 The Council considers that market and affordable housing need will be adequately met through a strategy that makes allocations for 3,200 dwellings over the plan period. This figure is similar to the Scenario B target identified through the Strategic Housing Market Assessment (SHMA): a demographic scenario that reflects the 2011 Interim Sub-National Population Projections. This figure would meet affordable housing needs given assumption that households in the District are able to spend 30% of income on housing. An alternative assumption (the assumption favoured by the Strategic Housing Market Assessment) holds that households are able to spend 25% of income on housing. It is difficult to come to a judgement about the appropriateness of the 30% assumption as part of this appraisal. The matter is discussed further in Chapter 10 (above) where the following points are made by the Council:

- Estimates from CLG's English Housing Survey (EHS) show that in 2010/11 the national mean average for households in private rented accommodation was 34.4% of gross household income including state assistance was spent on rent payments. This rose to 42.5% when excluding state assistance (i.e. excluding housing benefit paid to those in the private rented sector). This suggests that 30% of household income is a reasonable, and potentially even conservative, reflection of what households may currently pay in order to access the private rented sector.
- The Hampshire Home Choice Bands are broader in their definition of housing need and are likely to include those who do not fall within the definition of being in need of housing within CLG guidance in Table 5.1. On the basis of housing need as defined by the Hampshire Home Choice Bands, therefore, a reduced level of affordable housing provision may well satisfy affordable housing need.
- A budget stretch (25% to 30% of income) is appropriate in East Hampshire as this is an area with high levels of employment and reasonable salaries.

18.1.2 The spatial strategy (focused on the market towns of **Alton** and **Petersfield** and the large local service centre of **Horndean** with a proportion dispersed elsewhere) performs well on the basis that housing growth is distributed around the District, and hence there should be the potential to 'meet housing need where it arises' to some extent. The exception is in relation to market and affordable housing within the National Park, where the allocation of 100 homes to 'other villages' (i.e. settlements other than Petersfield and Liss) is to likely mean that there is a reliance on provision elsewhere.

[How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?](#)

18.1.3 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded 'significant positive' ('++') effects in terms of SA Objectives 13. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more 'ambitious', which has positive implications.⁹⁶ The new spatial strategy – which essentially seeks to allocate land for significant housing growth at eight settlements (plus land for smaller scale growth at 'other villages' in the North and SDNP) rather than solely at Alton, Petersfield and Horndean – also has positive implications.⁹⁷

18.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP10** (Housing Tenure, Type and Mix); **CP10A** (Housing and Extra Care Provision for the Elderly); **CP11** (Affordable Housing on Residential Development Sites); **CP12** (Affordable Housing for Rural Communities);

18.2.1 Modifications to **CP10** and the inclusion of new **CP10A** seek to ensure the provision of retirement, extra care housing and other housing for the elderly and those with special or supported needs. These modifications will have a beneficial effect in terms of *SA Objective 13 'To ensure that the residents of East Hampshire have the opportunity to live in a decent home which they can afford,'* as they will improve the mix of dwelling type and tenures and will assist meeting the future needs of the District with its' overall aging population. This outcome is further improved by the inclusion of the explanatory text at paragraph 6.43, which suggests continuing care retirement communities and retirement villages will support the aging population through housing tenure which meets their needs and requirements.

18.2.2 Modifications to **CP12** state that the Council will allocate sites specifically for affordable housing in the rural communities where there is an identified local need. This will have a beneficial effect in terms of *SA Objective 13* and the supply of affordable housing particularly within rural areas. It is also noted that modifications to paragraph 6.50 outline the number of affordable housing units that are required to address the affordable housing need for the District, the amended figure reflects the need to address the backlog of affordable housing. This figure represents an increase of 111 dwellings per year. It is based on assumptions established through the SHMA.

18.3 Appraisal of the Proposed Modifications 'as a whole'

18.3.1 Given available evidence and reasonable assumptions it seems that the housing growth figure within the Proposed Modifications will ensure that market and affordable homes are met within the District. The proposed spatial strategy for delivering the total growth certainly performs well given that it is relatively dispersed around the District and so there should be the potential to meet housing need where it arises at the sub-district scale. Overall, in combination with the JCS as previously submitted (see Box 18.1), the Proposed Modifications should result in **significant positive effects** in terms of SA Objective 13.

Box 18.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in positive effects in terms of SA Objective 13 on the basis that *"The provision of new housing and new affordable housing will have significant beneficial effects for the residents of East Hampshire."*

19 CULTURAL HERITAGE

Sustainability objective

14). To protect and enhance the historic and cultural heritage of the District

19.1 Appraisal of modifications to policies CP1 / CP8

19.1.1 Regardless of the approach that is followed in terms of total growth quantum / broad distribution it should be possible to avoid locating development in areas where it would impact on cultural heritage assets (e.g. conservation areas and/or listed buildings) or their settings. In other words, there should be the potential to avoid negative effects through decisions made at the time of deciding site allocations and planning applications. There will also be the potential to avoid or mitigate negative effects through design measures. Having said this, it is fair to assume that high growth approaches can lead to an increased likelihood of some negative effects on cultural heritage. As well as 'direct' effects (e.g. as a result of development affecting the setting of a heritage asset) growth can also result in indirect effects (e.g. increased traffic through a village centre can have an effect on heritage value).

19.1.2 **Four Marks** is one village that does not include a Conservation Area and hence might be considered to be an appropriate location for growth from a perspective of wishing to avoid negative effects on the cultural heritage baseline. In this respect it is notable that Four Marks is not allocated growth over and above what would be expected given its position in the settlement hierarchy.

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

19.1.3 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded 'no effects' in terms of SA Objective 14. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more 'ambitious', which potentially has negative implications (although it is recognised that development can also serve to enhance heritage assets / historic character).⁹⁶ The same can be said in relation to the new spatial strategy – which essentially seeks to allocate land for significant housing growth at eight settlements (plus land for smaller scale growth at 'other villages' in the North and SDNP) rather than solely at Alton, Petersfield and Horndean.⁹⁷

19.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP27** (Design); **CP28** (Historic Environment)

19.2.1 Modifications to the supporting text of **CP27** (para 7.69 and at 7.80) outline the importance non-designated heritage assets and features have in shaping the distinctiveness and overall character of the District. Similar references have also been added to the supporting text of **CP28**. Highlighting the contribution of non-designated assets offers a slight benefit in relation to *SA Objective 14 'to enhance and protect the District's heritage assets, including Conservation Areas, listed buildings and non-designated assets of importance'*.

19.2.2 Modifications to the Whitehill & Bordon background text (para 9.20) identify a number of (non-designated) existing key buildings. The modifications propose to retain or reuse these buildings and features and therefore represent a further benefit in relation to *SA Objective 14*.

19.3 Appraisal of the Proposed Modifications 'as a whole'

- 19.3.1 Whilst the Proposed Modifications present a relatively ambitious growth strategy there is little or no reason to suggest that this approach (in combination with the policy approach presented within JCS as previously submitted - see Box 19.1) will result in negative effects in relation to heritage assets / historic character at any of the locations that are a focus of significant growth. It is notable that 'other modifications' include increased reference to heritage assets that should be protected and enhanced alongside development.

Box 19.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of SA Objective 14. It was identified that benefits stem from aspects of the plan including: Policies that seek to protect, enhance, maintain and manage the historic and cultural heritage of the South Downs National Park; and the re-use of landmark buildings should ensure their preservation (CSWB5).

20 CLIMATE

Sustainability objectives

- 15) To address the causes of climate change and ensure that the District is able to adapt to it
- 16) To promote sustainable construction, energy efficiency and the generation of renewable energy

20.1 Appraisal of modifications to policies CP1 / CP8

- 20.1.1 In terms of climate change ‘mitigation’ a key consideration is the degree to which the approach to growth will reduce the need to travel and support sustainable transport choices, i.e. lead to a decrease in car dependency. The performance of the preferred approach in this respect is discussed above, under ‘transport and accessibility’.
- 20.1.2 Another consideration relates to the potential for the preferred approach to growth to support the delivery of centralised biomass fuelled heating systems or gas fuelled combined heat and power (CHP) systems. The development minimum size at which a communal heat plant coupled / district heating scheme becomes viable is about 50 houses. Growth at the scale of that proposed at Petersfield, Alton and Horndean could potentially lead to opportunities. CHP can also be fuelled by biomass, but such schemes only become viable where as part of very large developments (~500 homes) given the additional fuel storage and infrastructure required. It is not clear whether growth at Petersfield, Alton and Horndean will be concentrated to the extent that any one development is of this scale.
- 20.1.3 In terms of climate change ‘adaptation’ key considerations relate to water scarcity and flood risk. Both are considered below, under the ‘Water’ topic heading (Chapter 23).

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

- 20.1.4 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded broadly positive effects in relation to climate change. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more ‘ambitious’, in that it seeks to concentrate a higher degree of growth at Alton, Petersfield and Horndean. As discussed above, this could result in increased opportunities for the integration of renewable / low carbon energy infrastructure.

20.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP27** (Design); **CSWB5** (Design); **CSWB6** (Sustainable Construction)

- 20.2.1 Modifications to **CP27** remove the requirement for residential developments on major sites (10 or more dwellings) to be evaluated against Building for Life criteria and to achieve at least silver standard. Whilst the Building for Life criteria are a clear and concise evaluation mechanism for assessing proposals, CP10 specifies that all new residential development is required to meet Lifetime Homes Standard as appropriate; and CP22 requires development to meet the Code for Sustainable Homes. This modification therefore represents a neutral effect in relation to SA Objective 16.’
- 20.2.2 Modifications to **CSWB5** emphasise the importance of sustainable design practices at Whitehill & Bordon. It is also notable that modifications to the supporting text of CSW5 (paras 9.59 and 9.60) seek to ensure development achieves carbon neutrality by the year 2036 and that low carbon standards and technology can be sustained in the long term.

20.3 Appraisal of the Proposed Modifications ‘as a whole’

20.3.1 The discussion above suggests that the proposed distribution of growth is appropriate on the basis that growth should be concentrated to the extent where it becomes possible to design in renewable and low carbon energy infrastructure. Overall, in combination with the JCS as previously submitted (see Box 20.1), the Proposed Modifications should result in positive effects in terms of ‘Climate change mitigation’ objectives. It is not clear that the proposed approach is ambitious to the extent where effects will be ‘significant’. It is not thought that the modifications have any implications for climate change adaptation.

Box 20.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of ‘Climate change’ related sustainability objectives. It was stated that:

- Several policies will have beneficial effects in terms of climate change including CP1, CP22, CP23, CP8 and CP6. Adopting the CSH and BREEAM standards is likely to bring about beneficial effects (CP22). The standards require a greater level of energy efficiency and at the higher levels renewable and low generation emission generation will be required. The requirement for development to provide at least 10% of energy demand from decentralised or low carbon energy sources will offer minor benefits. Whitehill Bordon has been identified as a potential location for an eco-town and development proposals may have to meet targets that are significantly higher than for other parts of the District (CSWB6).

Sustainability objective

17) To improve air quality

21.1 Appraisal of modifications to policies CP1 / CP8

21.1.1 The District suffers from localised areas of poor air quality, which are generally along the A3 and A31 corridors and in the main settlements along these routes. One air quality management area (AQMA) - at the A325/Chalet Hill junction in Whitehill & Bordon – is declared on the basis of NO2 pollution.

21.1.2 The preferred growth strategy performs well from a transport and accessibility perspective on the basis that there will tend to be the potential for growth to support reduced car dependency / per capita distance travelled by car. This could ‘translate’ into benefits for air quality; however, it is also recognised that even if car dependency reduces growth could still lead to more cars on the road in East Hampshire and hence the potential for localised traffic congestion / worsened air quality. Effects are uncertain.

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

21.1.3 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded ‘no effects’ in relation to air quality. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more ‘ambitious’, which could potentially have negative implications for air quality; however, any effects are uncertain at this stage.⁹⁶

21.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP6** (Town and Village Facilities and Services); **CP29** (Transport); **CSWB1** (Strategic Allocation); **CSWB12** (Pedestrian and Cycle Routes); **CSWB13** (Public Transport) c;

21.2.1 Modifications to **CP6** and **CSWB1** will reduce the need to travel by protecting local services and amenities and by minimising the occurrence of in/out commuting by locating housing in close proximity to employment. These modifications could have a minor beneficial effect in relation to SA Objective 17 given that emissions from road transport are the primary cause of air quality problems locally. In relation to Whitehill & Bordon, modifications at paragraph 9.85 make reference to a Walking and Cycling Strategy that is being prepared. This strategy should help to promote ‘sustainable travel’ locally and therefore reduce emissions from road transport.

21.3 Appraisal of the Proposed Modifications ‘as a whole’

21.3.1 The Proposed Modifications perform well from a transport and accessibility perspective (see Chapter 16). This could ‘translate’ into benefits for air quality; however, it is also recognised that, even if the Modifications lead to reduced car dependency in the long term, growth could still lead to more cars on the road locally and hence the potential for localised traffic congestion / worsened air quality. The effects of the Proposed Modifications (in combination with the effects of the JCS as previously submitted – see Box 21.1) are **uncertain**.

Box 21.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of SA Objective 17. It was identified that benefits stem from aspects of the plan including: Support for coordinated transport plans that should reduce car journeys and encourage sustainable modes of transport (CP29); and support for long term monitoring to be set up to monitor air quality on the main roads that fall within 200 metres of the Wealden Heaths SPA with a commitment that, if air quality was found not to improve, further measures would be devised to protect air quality. The appraisal did, however, highlight that *“It is not clear whether the measures set out in Policy CSWB1 will address the areas of poor air quality around the A325.”*

22 SOIL

Sustainability objectives

18) To make the most efficient use of previously developed land and buildings

19) To protect and enhance soil quality and structure

22.1 Appraisal of modifications to policies CP1 / CP8

22.1.1 Settlements surrounded by higher quality agricultural land include: Alton ('grade 3' with some better quality 'grade 2' land to the north of the town); Four Marks (grade 3); and Clanfield (grade 3). Significant effects are not likely on the basis that greenfield development will not lead to loss of highest quality 'grade 1' agricultural land (as there is none within the District) and is unlikely to lead to loss of grade 2 land (on the assumption that the small areas that exist around settlements can be avoided).

N.B. Issues relating to loss of greenfield land are discussed below, under the 'Landscape' topic (Chapter 25).

[How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?](#)

22.1.2 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded 'no effects' in relation to SA Objectives 18 and 19. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more 'ambitious' and there will be significantly more need for development of greenfield locations.⁹⁶ This will mean that there is increased potential for loss of high quality agricultural land, but in reality it is expected that loss of the best land (i.e. grade 2) can be avoided.

22.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP3** Existing Employment Land;

22.2.1 Modifications to the supporting text of **CP3** (para 5.26) and the text introducing the policy approach to Whitehill & Bordon (para 9.20) reinforce the District's intention to retain or reuse existing buildings. These modifications have a beneficial impact in relation to SA Objective 18.'

22.3 Appraisal of the Proposed Modifications 'as a whole'

22.3.1 The Proposed Modifications establish an ambitious growth strategy that will result in the loss of greenfield land. It is expected that higher quality agricultural land can be avoided, although there is some uncertainty. Overall, there is a need to conclude **significant negative effects** in terms of this objective.

23 WATER

Sustainability objectives	
20)	To enhance and protect the natural water environment and achieve sustainable water resources management
21)	To reduce the risk of flooding and the resulting detriment to public well-being, the economy and the environment

23.1 Appraisal of modifications to policies CP1 / CP8

23.1.1 It is not thought that the preferred growth quantum (allocations for 3,200 dwellings) will lead to significant effects in terms of SA Objective 20 given that, whilst the South East is an area of ‘**water stress**’¹⁰¹ and the situation is likely to worsen in the future as a result of climate change,¹⁰² housing need that is unmet in East Hampshire will tend to be met elsewhere in the South East. There is no evidence to suggest that East Hampshire is a particularly water stressed area in the context of the South East.

23.1.2 Development outside of Whitehill & Bordon¹⁰³ will need to comply with a strict policy approach to ‘sustainable construction’ that seeks to ensure water efficiency in the built environment (Policy CP22 and Policy CP24 (c)) and should mean that per capita domestic water use does fall over time in East Hampshire; however, it is not clear that this policy approach is any more ambitious than that proposed elsewhere, and so it is not possible to conclude that it results in East Hampshire being a particularly appropriate location for housing growth from a ‘water resources’ perspective .

23.1.3 In terms of **flood risk**, the District’s ‘Strategic Flood Risk Assessment (SFRA) identifies that all of the District’s main settlements aside from Four Marks are associated with some issues. Development at any of the settlements would by necessity not be within areas of identified flood risk, and so it is assumed that growth will not lead to negative effects; however, there is also a need to consider the potential for development of greenfield land to result in increased surface water runoff and hence flood risk elsewhere. There is the potential to mitigate this effect through incorporation of sustainable drainage systems (SuDs), as outlined in Policy CP23 and CSWB8.

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

23.1.4 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded ‘no effects’ in relation to SA Objectives 20 and 21. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more ‘ambitious’,⁹⁶ but it is not thought that this leads to negative implications for water resources or flood risk.

23.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP24** (Water Resources/ Water Quality); **CP25** (Pollution)

23.2.1 Modifications to **CP24** relate to wastewater services and seek to ensure that services meet the needs of existing and new development. This has positive implications for SA Objective 20 (*To enhance and protect the natural water environment and achieve sustainable water resources management.*)

23.2.2 Modifications to **CP25** seek to ‘remove’ rather than ‘reduce’ the risk of unacceptable impacts to the water environment. This leads to minor benefits in terms of SA Objective 20.

¹⁰¹ i.e. an area where water resources are depleted as a result of abstraction
¹⁰² In particular, drier summers are predicted which will result in increased frequency of droughts.
¹⁰³ For development at Whitehill & Bordon a particularly ambitious approach is set to be put in place with Policy CSWB8 requiring that all development contributes to the target of water neutrality and that all buildings are equipped to achieve Level 5 for water.

23.3 Appraisal of the Proposed Modifications 'as a whole'

- 23.3.1 There is little or no basis on which to conclude that the ambitious growth strategy set out within the Proposed Modifications will result in negative effects in relation to water resources or flood risk. This conclusion is reached taking into account the fact: 1) The Proposed Modifications will be implemented alongside policy within the JCS as previously submitted that seeks to ensure high standards of water efficiency in the built environment (see Box 23.1); and 2) development will avoid identified areas of flood risk.

Box 23.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of 'Water' related sustainability objectives. It was identified that benefits stem from aspects of the plan including:

- Sustainable construction policies (CP22 and CSWB6) and the sustainable water management policy (CSWB8) which address the protection and enhancement of groundwater and surface water and will likely lead to improved water efficiency.
- Policy CP23 – which requires that site-specific flood risk assessments demonstrate that development will be safe. Flood protection, resistance and resilience must be incorporated and must be appropriate to the area and the specific requirements of the site. In Whitehill Bordon management will have a lower effect on flood risk primarily because the development will be located in a low risk area.

24 BIODIVERSITY

Sustainability objective

22) To protect and enhance local, national and international nature conservation interests

24.1 Appraisal of modifications to policies CP1 / CP8

24.1.1 The preferred spatial strategy (focused on the market towns of **Alton** and **Petersfield** and the large local service centre of **Horndean** with a proportion dispersed elsewhere) should help to ensure that negative effects on biodiversity are avoided. Of particular note is the decision to allocate low growth to **Liphook** (a *large* service centre that is allocated growth more commensurate with a *small* service centre) as a result of proximity to the Wealden Heaths (Phase II) SPA. It is also the case that no sites are allocated at Grayshott (a small service centre in close proximity to the SPA); however, this is primarily for pragmatic (rather than policy) reasons (i.e. on the basis that the SHLAA study identified no available sites).

N.B. The potential for impacts to the Wealden Heaths (Phase II) SPA is a focus of a separate process of Habitats Regulations Assessment (HRA).

- 24.1.2 The preferred approach also performs well on the basis that:
- The northern edge of Liphook is constrained by the floodplain of the River Wey, much of which is designated as a SINC.
 - Land for 150 dwellings is allocated at the small local service centre of Liss, which is less than the amount of land allocated at Four Marks (175 dwellings) or Clanfield (200 dwellings), which are also small local service centres. This is appropriate given that the village is within the SDNP and is in relatively close proximity to the Wealden Heaths (Phase II) Special Protection Area (SPA). Also, the Northern edge of Liss is also constrained by SINC.
 - Petersfield – which is a set to be a focus of growth - is a town that is relatively unconstrained by sites of international, national or local importance for biodiversity.

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

24.1.3 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) identified the potential for the spatial strategy to result in significant negative effects in terms of SA Objective 22, stating that *“The scale of development at Whitehill & Bordon and its location means that it has the potential to have adverse effects on nature conservation”*. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more ‘ambitious’,⁹⁶ but the spatial strategy is such that growth is directed away from the SPA.

24.2 Appraisal of other modifications

Relevant policies / modifications:
CP19 (Biodiversity) a; **CP20** (Internationally Designated Sites); **CSWB9** (Biodiversity); **CSWB10** (Green Infrastructure).

- 24.2.1 Modifications to **CP19** seek to ensure the district-wide biodiversity assets are maintained, enhanced and protected. This is a minor beneficial impact in relation to SA Objective 22.
- 24.2.2 Modifications to the supporting text of **CP20** (para 7.24) state that any housing proposal capable of affecting the SPA - no matter how distant from the SPA - will be considered on a case-by-case basis in-light of advice from Natural England as appropriate.

- 24.2.3 Modifications to **CSWB9** seek to ensure that development of employment proposals at Louisburg Barracks will only be permitted if avoidance and mitigation measures are in place to protect the Wealden Heaths Phase II SPA. In comparison, the policy approach within the JCS as previously submitted sought to discourage any development from being within 400m of the SPA. The modification represents a more flexible approach to development which, it is suggested, should result in proactive management of the biodiversity resource.
- 24.2.4 Minor modifications at **CSWB10** reinforce the intention for phased delivery at Whitehill & Bordon with green infrastructure in place in advance of development. This will have a minor beneficial impact in relation to SA Objective 22.

24.3 Appraisal of the Proposed Modifications ‘as a whole’

- 24.3.1 The Proposed Modifications establish a relatively ambitious growth strategy that could result in negative effects in terms of biodiversity; however, it is thought that the proposed spatial strategy should help to ensure that negative effects are avoided. A policy approach is set to be in place (established primarily through the JCS as previously submitted (see Box 24.1), but also reinforced by the Proposed Modifications) to ensure that effects are avoided or mitigated. Overall, it is not thought likely that the Proposed Modifications will result in significant effects.

Box 24.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of SA Objective 22. The appraisal highlighted that:

- New development is required to conserve and enhance the features of the South Downs National Park (CP18). Proposed housing within 400m of the boundary of Wealden Heaths SPA will be required to undertake Habitat Regulations Assessment (CP20) and internationally designated sites will require air quality monitoring (CP25). The development proposed at Whitehill & Bordon and its location means development has the potential to have adverse effects on nature conservation (CP1). However, CSWB9 says no part of the Whitehill & Bordon housing development will be allowed within 400m of the SPA unless adequate measures are in place to address any impacts.

25 LANDSCAPE

Sustainability objectives

- 23) To protect and enhance the intrinsic local character of the landscape, sense of place and local distinctiveness
- 24) To enable recreational access to the countryside within environmental constraints
- 25) To protect, enhance and make accessible for enjoyment, the District’s public open spaces.

25.1 Appraisal of modifications to policies CP1 / CP8

25.1.1 The proposed growth quantum (allocations for 3,200 dwellings) will necessitate significant loss of greenfield land; however, the proposed spatial strategy (focused on the market towns of **Alton** and **Petersfield** and the large local service centre of **Horndean** with a proportion dispersed elsewhere) should help to ensure that negative effects on landscape are avoided or mitigated. Furthermore:

- Alton and Petersfield are both constrained from a landscape perspective (Petersfield particularly by being in the National Park); however the size of the towns should enable the potential to accommodate some growth without landscape / visual impact.
- Horndean – where land is allocated for 700 dwellings - is less constrained and hence an appropriate location for growth from a landscape perspective.
- Liphook – which is allocated land for a quantity of housing (175 dwellings) more commensurate with a small service centre - is somewhat constrained from a landscape perspective.
- Low growth at villages in the SDNP (allocations for 100 dwellings in total) is appropriate from a landscape perspective. It is understood that landscape appraisal work has been a key consideration in determining the scale of development that is appropriate at these villages (as well as at Liss and Petersfield).

[How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?](#)

25.1.2 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) identified the potential for the spatial strategy to result in significant positive effects in terms of SA Objective 23. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more ‘ambitious’⁹⁶ and more growth to the SDNP⁹⁷, with negative implications.

25.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP13** (Gypsies and Travellers); **CP18** (Landscape); **CP28** (Historic Environment)

25.2.1 Modifications to **CP13** identifies a need for 22 permanent pitches for Gypsies and Travellers within the District; two pitches providing temporary accommodation; and six plots for travelling show people. By identifying this need the District will be able to allocate sufficient land to meet the requirement and therefore protect the landscape from unauthorised sites elsewhere in the District. This would have a positive impact in relation to SA Objective 23. Also, the inclusion of the word ‘tranquillity’ at **CP18** further enforces the sense of importance the District places on the landscape character; and modifications to the supporting text of **CP28** (para 7.80) identify designated and un-designated features as being important features to the overall character of the District.

25.3 Appraisal of the Proposed Modifications ‘as a whole’

- 25.3.1 The Proposed Modifications establish a relatively ambitious growth strategy that could result in negative effects in terms of landscape; however, it is thought that the proposed spatial strategy should help to ensure that negative effects are avoided. A policy approach is set to be in place (established primarily through the JCS as previously submitted - see Box 25.1) to ensure that effects are avoided or mitigated. Overall, it is not thought likely that the Proposed Modifications will result in significant effects.

Box 25.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of ‘Population’ related sustainability objectives. The appraisal highlighted that:

- Policy CP18 will ensure that a robust approach to the protection of the landscape is taken. Policy CP27 will ensure that the relationship of new development to adjoining buildings, landscape and features is considered. Policy CP1 will locate development in existing settlements, which should limit the impact of development on the landscape. Policy CP21 aims to maintain gaps between settlements and promote local distinctiveness and a sense of place. Policy CP25 identifies lighting as an issue and seeks to minimise glare and light spillage.
- Policies CP26, CP15 and CSWB10 seek to provide a green infrastructure network in the District. This is likely to encourage greater, and make more accessible, recreational use of open spaces for sports and leisure.
- Policies CP19, CP16, CP7, CSWB9 and CSWB10 seek to provide and enhance public open space and recreation facilities. Existing open space is protected (CP15).

26 WASTE
Sustainability objective

26) To reduce waste generation, dumping and disposal, and achieve the sustainable management of waste

26.1 Appraisal of modifications to policies CP1 / CP8

26.1.1 The plan approach to addressing the issue total growth quantum / broad distribution does not have a bearing on waste management related sustainability issues, i.e. it is not possible to come to any conclusions on the likely effects. There is no reason to suggest that the preferred growth quantum / distribution will lead to problems or opportunities in terms of sustainable waste management.

26.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP22** (Sustainable Construction) c and footnote 5; **CP27** (Design) L;

26.2.1 Modifications to **CP27** seek to ensure new development makes provision for waste and recycling bin storage and collection within the site, this will represent a benefit in relation to *SA Objective 26, 'to reduce waste generation, dumping and disposal and achieve the sustainable management of waste'* by increasing waste recovery and recycling. Furthermore this objective is also positively affected by the modification made to **CP22** (criteria c) and the associated footnote which seeks to ensure adequate land or funding for waste management.

How does this appraisal compare to the appraisal of CP1 / CP8 as previously submitted?

26.2.2 The appraisal of CP1 / CP8 within the 2012 SA Report (see Appendix 5-1 / 5-9) concluded 'no effects' in terms of SA Objective 26. In comparison, the preferred approach as set out in CP1 / CP8 as modified is more 'ambitious'⁹⁶ but this should not lead to any implications.

26.3 Appraisal of the Proposed Modifications 'as a whole'

26.3.1 Modifications in relation to waste and recycling are generally positive in terms of ensuring new developments have sufficient space within them to fulfil waste management plans and improve the recycling of waste; however, positive effects are not significant.

Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of the 'Waste' related sustainability objective. The appraisal highlighted that:

- Policies CP22 and CSWB6 require a reduction in waste generation. Policy CSWB7 is likely to achieve significant sustainable waste management in the medium term.

27 MATERIAL ASSETS

Sustainability objective

27) To meet local community needs for essential transport and utilities infrastructure having regard to environmental constraints

27.1 Appraisal of modifications to policies CP1 / CP8

27.1.1 The potential for development to result in funds being made available for essential transport infrastructure and community infrastructure in town and village centres is discussed above under the 'Economy and employment' (Chapter 15) and 'Transport and accessibility' (Chapter 16). Waste water treatment capacity is something that can be put under strain by new development, but equally can be improved through the use of developer funding. It is not thought that waste water treatment capacity is an issue in East Hampshire (although there are potential issues associated with the PUSH area, as discussed within the South Hampshire: Integrated Water Management Strategy, 2008).

27.2 Appraisal of other modifications

Relevant policies / modifications:

- **CP13** (Gypsies, Travellers and Travelling Show people); **CP24** (Water Resources/ Water Quality) b; **CP29** (Transport); **CSWB1** (Strategic Allocation); **Para. 9.39**; **CP30** (Infrastructure)

27.2.1 Minor modifications to **CP13** seek to ensure permission for gypsy, travellers or travelling show people sites will only be granted if the site is capable of being provided with essential services whilst not putting undue pressure on local infrastructure or services.

27.2.2 Modifications to **CP24** further enforce the responsibility of the developer to ensure adequate infrastructure or the funds for providing adequate infrastructure is in place prior to any development taking place. Similarly extra criteria have been included at **CP29** (criteria k), which state that proposals should include measures to ensure the continued safe and efficient operation of the strategic and local road networks.

27.2.3 Modifications to **CSWB1** seek to ensure proportionate infrastructure is secured and delivered in parallel with new development at Whitehill & Bordon.

27.2.4 Modifications to text introducing the policy approach at Whitehill & Bordon (para 9.39) implies that the scheme viability assessment will be kept under review. This will have a beneficial effect in relation to SA Objective 27, as it will ensure there is adequate investment remaining to provide adequate infrastructure to meet the ongoing demands of the development.

27.2.5 Modifications to **CP30** seek to ensure planned infrastructure is delivered in a timely fashion.

27.3 Appraisal of the Proposed Modifications 'as a whole'

27.3.1 Modifications emphasise the role of the developer in ensuring there is sufficient transport and community infrastructure in place, to meet the demands arising from any new development, whilst ensuring appropriate infrastructure comes forward in a timely manner to support the delivery of new development. The modifications build on the policy approach set out within the JCS as previously submitted. It is not clear, however, that significant effects will result.

Box 27.1: Conclusions from the JCS SA Report (February, 2012)

The appraisal of the JCS as previously submitted concluded (see Table 19.2) that the plan was set to result in broadly positive effects in terms of 'Material assets'. It was identified that benefits stem from aspects of the plan including Policies CP29 and CSWB1, which require developments to maintain or improve the range of transport modes accessible to users of the development and to provide the necessary infrastructure. Development proposals for Whitehill & Bordon must include improved transport links.

28 CONCLUSIONS AND RECOMMENDATIONS AT THIS CURRENT STAGE

28.1 Conclusions

- 28.1.1 The Proposed Modifications are predicted to result in significant positive effects in terms of 'Population' and 'Economy and employment' related sustainability objectives. Benefits relate to the ambitious growth strategy / spatial approach that targets development to settlements with identified opportunities for town/village centre enhancements and other enhancements to infrastructure (including community infrastructure). In terms of 'Economy and employment' the appraisal has raised some questions about the proposed approach to employment land provision (which is perhaps less ambitious than that included within the JCS as previously submitted), but concludes that the approach is suitably evidence-based and hence appropriate.
- 28.1.2 Significant positive effects are also predicted in terms of the 'Housing' related SA Objective (*To ensure that the residents of East Hampshire have the opportunity to live in a decent home which they can afford*). Given available evidence and reasonable assumptions it seems that the housing growth figure within the Proposed Modifications will ensure that need for market and affordable homes is met within the District.
- 28.1.3 The proposed modifications also perform well in other respects – including in relation to health, transport / accessibility and climate change mitigation (an issue that is closely related to transport and accessibility); however, it is not possible to conclude 'significant' effects in terms of these issues/objectives. In terms of transport and accessibility / climate change mitigation, the proposed spatial approach to growth performs well on the basis that allocation of land for housing is primarily at the larger, 'higher order' settlements; however, it is suggested that there could be the potential for further concentration of growth, which would lead to more positive effects.
- 28.1.4 Given that (relative to the approach within the JCS as submitted) the Proposed Modifications essentially allocate more land for housing / allocate land for housing at more settlements, there is the need to give careful consideration to negative environmental consequences. Significant loss of greenfield land is unavoidable, but it is likely that the spatial strategy will ensure that growth is directed to less sensitive locations including locations away from the Wealden Heaths (Phase II) SPA and the South Downs National Park (SDNP).
- Further consideration of cumulative effects: A focus on the SDNP**
- 28.1.5 The appraisal text presented above (Chapters 13 – 27) gives explicit consideration to the potential for the Proposed Modifications to act in-combination with the policies of the JCS as previously submitted (i.e. those that remain unmodified). The intention here to give stand-alone consideration to the potential for the Proposed Modifications to act in-combination with growth elsewhere. In particular, there is a need to give consideration to the potential for in-combination / **cumulative effects on the integrity of the SDNP**.¹⁰⁴
- 28.1.6 The SDNP is uniquely placed as a national park. It is well connected via roads and public transport with London to the north and key urban areas to the south including Eastbourne, Brighton, Portsmouth and Southampton. This placement offers both opportunities and threats. The park is more or less sandwiched between two areas of high future growth. To the west, the Partnership for Urban South Hampshire (PUSH) Growth Area and to the north, Centres of Significant Change such as Guildford and Crawley and Regional Hubs (as was in the South East Plan) including Basingstoke. The national park crosses 15 local authority boundaries and also passes through five Local Enterprise Partnership (LEP) areas including the 'Solent', 'Enterprise M3', 'Coast to Capital' and the 'South East'.

¹⁰⁴ Another obvious receptor that could be impacted cumulatively is the Wealden Heaths Phase II SPA; however, the SPA is given stand-alone consideration through a separate process of Habitats Regulations Assessment and so need not be a focus here.

- 28.1.7 Clearly then, the national park is facing a number of local challenges, including:
- Pressures from recreation through being well connected to major conurbations;
 - Increased demand for natural resources that will come from being geographically tied to areas highlighted for major development, including housing;
 - Economic pressures as LEPs entice investment and growth.

28.1.8 In-light of these challenges there is a need to ensure careful consideration before allocating growth to the National Park, i.e. there is a need to recognise that the integrity of the SDNP as a single recognisable and functioning 'landscape' will be impacted (quite literally) from different angles over the long-term. These considerations have clearly been at the forefront of the process of determining the preferred approach to JCS Proposed Modifications. It is clear that the Proposed Modifications do not seek to 'maximise growth / seek to realise all short term economic opportunities' at Petersfield; and it is notable that land for only 100 homes is allocated to smaller settlements (i.e. those other than Petersfield and Liss) in the SDNP.

28.2 Recommendations

28.2.1 The following recommendations aim to stimulate thought and discussion:

Recommendation	To ensure performance of the plan is maximised in terms of
Consider the potential for higher concentrations of growth that will lead to the increased potential to fund / design-in sustainable transport infrastructure and renewable / low carbon energy infrastructure.	SA Objective 11 (To reduce the need to travel by car and shorten the length and duration of journeys); and SA Objective 16 (To promote sustainable construction, energy efficiency and the generation of renewable energy)
Consider the potential for a higher growth strategy that would bring with it greater confidence regarding meeting affordable housing needs in full.	SA Objective 13 (To ensure that the residents of East Hampshire have the opportunity to live in a decent home which they can afford)

PART 4: WHAT ARE THE NEXT STEPS (INCLUDING MONITORING)?

29 INTRODUCTION (TO PART 4)

The SA Report must include...

- A description of the measures envisaged concerning monitoring

29.1.1 This Part of the SA Report explains the next steps that will be taken as part of the plan-making / SA process, including in relation to monitoring.

30 PLAN FINALISATION, ADOPTION AND MONITORING

30.1 Plan finalisation and adoption

30.1.1 Once the period for public representations has finished the main issues raised will be identified and summarised by the Council, who will then consider whether the plan can still be deemed to be ‘sound’.¹⁰⁵ Assuming that this is the case, the Modifications (and the summary of representations received) will be submitted for Examination.

30.1.2 At Examination the Inspector will consider representations – possibly also drawing on SA findings – before then reporting back on the Plan’s soundness. Once found to be ‘sound’ the Plan will be formally adopted by the Council. At the time of Adoption an ‘SA Statement’ must be published that sets out (amongst other things) *the measures decided concerning monitoring*.

30.2 Monitoring

30.2.1 At the current stage – i.e. in this SA Report Addendum - there is a need to present ‘a description of the measures envisaged concerning monitoring’ only. In-light of the appraisal findings presented in Part 3 (i.e. given the effects and uncertainties referred to), the following is suggested:

- Number of households on the Housing Register.
- Access to healthcare facilities (available from Primary Care Trust).
- Employment levels and types (NOMIS)
- Net commuting flows (Census data – Office of National Statistics)
- Travel to work (Census data – Office of National Statistics).
- Access to facilities (Hampshire County Council)
- Visitor numbers on Wealden Heaths (Phase II) SPA and usage of SANGS (Suitable Accessible Natural Greenspace).

¹⁰⁵ There is no potential for EHDC / SDNPA to take account of appraisal findings presented here (in Part 3) subsequent to Publication / prior to the Proposed Modifications being submitted for Examination; however, if appraisal findings or representations received lead to the ‘soundness’ of the Proposed Modifications being questioned then the Council will withdraw the plan so that concerns can be addressed.

¹⁰⁵ Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations 2004

APPENDIX I – INTERIM SA FINDINGS

Introduction

As described within Part 2, above, an interim stage of plan-making / SA involved appraising seven alternative approaches to addressing the key plan issue of 'how much development and broadly how should it be distributed'.

The appraisal findings are presented in full within this Appendix. The appraisal table should be read alongside the corresponding section of Part 2, where an explanation can be found of the degree to which EHDC / SDNP Authority took on-board SA findings when determining the preferred approach as set out in the Proposed Modifications.

Methodology

For each of the options, the appraisal identifies and evaluates 'likely significant effects' on the baseline, drawing on the sustainability topics, objectives and decision-making prompts identified through scoping (see Part 1) as a methodological framework.

Effects are predicted taking into account the criteria presented within Regulations.¹⁰⁶ So, for example, account is taken of the duration, frequency and reversibility of effects as far as possible. These effect 'characteristics' are described within the appraisal as appropriate.

The potential for 'cumulative' effects is also considered. In particular, there is a need to take into account the effects of the Proposed Modifications acting in combination with the policies presented within the submitted JCS that remain unmodified. Another 'cumulative consideration' relates to the potential for the South Downs National Park to be impacted by the cumulative effects of growth in East Hampshire alongside growth in other Districts (given that the National Park spans 12 and is easily accessible from many more).

Every effort is made to predict effects accurately; however, this is inherently challenging given the high level nature of the plan. The ability to predict effects accurately is also limited by understanding of the baseline (now and in the future under a 'no plan' scenario). In light of this, there is a need to make considerable assumptions regarding how the plan will be implemented 'on the ground' and what the effect on particular receptors will be. Where there is a need to rely on assumptions, this is made explicit in the appraisal text.¹⁰⁷

In many instances, given reasonable assumptions, it is not possible to predict likely significant effects, but it is possible to comment on the merits of an option in more general terms. This is helpful, as it enables a distinction to be made between the alternatives even where it is not possible to distinguish between them in terms of 'significant effects'.

¹⁰⁶ Schedule 1 of the Environmental Assessment of Plans and Programmes Regulations 2004

¹⁰⁷ It is worth noting that, as stated by Government Guidance (The Plan Making Manual, see

<http://www.pas.gov.uk/pas/core/page.do?pagelid=156210>): "Ultimately, the significance of an effect is a matter of judgment and should require no more than a clear and reasonable justification."

Appraisal findings

Table presenting an appraisal of the following alternative approaches:

- (1) Allocations for 2,365 dwellings (Scenario E); with 697 in the SDNP / development otherwise distributed by current population
- (2) Allocations for 2,365 dwellings (Scenario E); distributed according to current population
- (3) Allocations for 3,186 dwellings (Scenario B); with 697 in the SDNP / development otherwise distributed by current population
- (4) Allocations for 3,186 dwellings (Scenario B); with 1,055 in the SDNP / development otherwise distributed by current population
- (5) Allocations for 3,186 dwellings (Scenario B); with 1,486 in the SDNP / development otherwise distributed by current population
- (6) Allocations for 4,221 dwellings (Scenario H); with 697 in the SDNP / development otherwise distributed by current population
- (7) Allocations for 4,221 dwellings (Scenario H); with sub-areas meeting their own affordable housing needs

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
Population	<p>In descending order of performance -</p> <ul style="list-style-type: none"> • Option 5 performs well as it is a 'mid-range growth' option and development is allocated to settlements that saw a significant increase in the % of the population aged 65+ between 2001 and 2011 (Rowlands Castle @ 38.2% increase; Petersfield @ 21.2% increase; and Horndean @ 19.9% increase). However, it is noted that the number of homes allocated to Alton (a 27% increase) is relatively low. • N.B. It is assumed that housing growth is beneficial from a perspective of wishing to make provisions for an aging population on the basis that it will increase the likelihood of specialist housing being developed and private sector funds being made available for targeted 'community infrastructure' improvements. • Options 3 and 4 would involve the same growth quantum as Option 5; however, the distribution of development is less ideal from a 'population' perspective. • Option 1 is a 'low growth' option but has a fairly good spread of development across the settlements listed above (albeit Rowlands Castle is allocated low growth). • Options 6 and 7 are high growth options. However, zero development is allocated to Rowlands Castle, where the % of the population aged 65+ has increased by 38.2%. • Option 2 performs poorly on the basis that it is a 'relatively low growth' option and would involve no allocations at Alton, a settlement that has seen the proportion of the population aged 65+ increase by 27% since 2001. Significant negative effects are predicted in terms of the objective to 'make provisions for a changing age structure within the population'. 	3	5	2	2	★ 1	4	4
Health	In descending order of performance -	3	6	2	2	★ 1	4	5


Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	<ul style="list-style-type: none"> • Option 5 performs well as 1) it is a 'mid-range growth' option (and hence, it assumed, will lead to funding being made available for new and improved services and facilities that can support good health); and 2) development is allocated to those settlements that saw a significant increase in the % of the population identifying day-to-day activities being limited by health/disability between 2001 and 2011 (Rowlands Castle @ 16.8 % increase; and both Petersfield and Horndean @13.6% increase). However, it is noted that the number of homes allocated to Alton (16.6% increase) is relatively low. <ul style="list-style-type: none"> • N.B. It is assumed that housing growth is beneficial from a perspective of wishing to address concentrations of poor health on the basis that it will increase the likelihood of private sector funds being made available for targeted 'community infrastructure' improvements (including improvements to open space and walking/cycling infrastructure). • Options 3 and 4 would involve the same growth quantum as Option 5; however, the distribution of development is less ideal from a 'health' perspective. • Option 1 is a 'low growth' option but has a fairly good spread of development across the settlements listed above (albeit Rowlands Castle is allocated low growth). • Options 6 and 7 are high growth options; however, zero development is allocated to Rowlands Castle, a settlement that has seen the % of the population identifying day-to-day activities being limited by health/disability increase by 16.8% since 2001. • Option 2 performs poorly on the basis that it is a 'relatively low growth' option and would involve no allocations at Alton, a settlement that has seen the % of the population identifying day-to-day activities being limited by health/disability increase by 16.6% since 2001. Significant negative effects are predicted in terms of the objective to 'improve the health and well-being of the population and reduce inequalities in health', although this prediction is uncertain on the basis that determinants of health are wide-ranging. 							
Employment and Economy	<p>In descending order of performance -</p> <ul style="list-style-type: none"> • Option 6 performs well on the basis that it is a high growth option but at the same time would involve a low growth approach in the SDNP (and ensure that the vast majority of growth allocated to the SDNP is directed at Petersfield). <ul style="list-style-type: none"> • It is assumed that housing growth would lead to private sector funds being made available for: targeted infrastructure improvements (e.g. bridge improvements at Alton and Four Marks); traffic management measures (e.g. in Liphook); public realm improvements (e.g. around Alton railway station); services/facilities that will be necessary in order to maintain the viability of town/village centres (e.g. Alton and Horndean); the facilities necessary to support tourism (e.g. at Petersfield). 	6	7	2	3	4	★ 1	5

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	<ul style="list-style-type: none"> Furthermore, housing growth, including affordable housing, affords the opportunity to attract lower skilled workers to the District to match the main type of employment available. The high level of new housing would also help to retain higher skilled young people and hence potentially attract new employers to the District. In turn, this would help with redressing the current employment ‘imbalance’ whereby there is an under provision of higher skilled jobs locally. [N.B. This is particularly an issue in Petersfield - where there is the potential to attract major employers and address the current situation whereby high skilled workers tend to commute out – and it is not clear that the Option 6 approach (allocations for 596 dwellings) will be sufficient to address the issue here]. Petersfield aside, in the SDNP it is assumed that a low growth approach is more ‘sustainable’ from an economic perspective given the need to focus on tourism which in turn means maintaining environmental quality. There is an identified need for more ‘organic’ growth stemming from the diversification of rural enterprise. Having said that Option 6 performs well, it is important to note that it would involve allocating nil sites at Clanfield and Rowlands Castle. At Clanfield it is recognised that investment is needed to attract retail provision and fund community infrastructure. It is also recognised that investment above a certain threshold level could lead to improvements to the junctions of the A3, which in turn could act as a catalyst for significant growth (currently the village does not have an industrial estate). At Rowlands Castle there is a need to maintain the vitality and hence viability of the village centre. Options 3, 4 and 5 are medium growth options (allocations for 3,186 dwellings). It is suggested that Option 3 performs the best on the basis that it allocates land for more housing in the North and less in the SDNP, whilst Option 5 performs least well on the basis that it allocates land for less housing in the North and more in the SDNP (with Option 4 sitting in the middle). However, it is noted that Option 3 would involve a low growth approach at Petersfield (allocations for 544 dwellings), whilst Option 5 would involve notably more growth at Petersfield (allocations for 865 dwellings). Option 7 performs poorly on the basis that high growth could hinder the achievement of economic objectives in the SDNP; and very low growth at Horndean would prevent achievement of regeneration objectives. It is noted that growth in the SDNP would be entirely focused at Petersfield (where significant economic opportunities exist) and Liss, with no growth allocated to other villages. Hypothetically – with National Park considerations put to one side - it might be suggested that this level of growth at Petersfield (allocations for 2477 dwellings) could be ‘transformative’ (e.g. could lead to the attraction of major employers bringing high skilled jobs); however, another factor is that Petersfield would suffer from additional traffic congestion. Option 1 is the ‘lowest growth’ option, but would involve targeting growth at most of the settlements for which ‘economic opportunities’ have been identified (specifically – Alton, Petersfield and Horndean). Four 							

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	<p>Marks (where some opportunities exist) misses out, as does Liphook.</p> <ul style="list-style-type: none"> • Option 2 is a low growth option, and would involve a low growth approach in Alton – a market town that is associated with considerable economic opportunity. It would also lead to growth at Petersfield that would likely put a strain on the local road network and have knock-on implications for the achievement of economic objectives in the SDNP. On this basis, significant negative effects are predicted in terms of economic sustainability objectives relating to: ‘promoting a vibrant and prosperous local economy’; ‘ensuring a thriving rural economy’; and ‘creating and sustaining vibrant and attractive town and village centres’. 							
Transport and Accessibility	<p>The order of performance</p> <ul style="list-style-type: none"> • Option 6 again performs well on the basis that 1) it is a higher growth option and so has the potential to result in rebalancing the local workforce, which in turn could redress the problem of high level of out-commuting; and 2) it should lead to private sector funds being made available to deliver necessary improvements (infrastructure, etc. – see discussion above) to town/village centres with a view to supporting long term vitality/viability and hence ensuring that more residents are able to meet their needs locally (potentially via walking, cycling or public transport) as opposed to having to travel further distances by private car. Horndean (which is allocated land for significant growth – 1412 dwellings – under Option 6) is perhaps the prime example of a village in need of targeted improvements with a view to improving accessibility. Here the village centre has to contend with a large supermarket (away from the centre), a general decline in the retail offer and the fact that the shopping area is segregated from main residential area by the A3. Four Marks (which is allocated land for a relatively large amount of growth – 360 dwellings) is another settlement that has some deficiencies in terms of connectivity/accessibility that could potentially be addressed (to some extent, at least) drawing on the funds made available as a result of housing growth. Given these considerations, significant positive effects are predicted in terms of the sustainability objectives to ‘<i>improve accessibility to facilities and services, particularly in rural areas</i>’, and ‘<i>reduce the need to travel by car and shorten the length of journeys</i>’ • Having said that Option 6 performs well, it is notable that Liss is allocated land for only 102 dwellings given its location in the SDNP. Liss is associated with a disjointed centre (various sub settlements) and resulting lack of connectivity. There is the potential to address this to some extent through targeted investment in infrastructure (community/green/transport etc.) • Options 3, 4 and 5 – the medium growth options – should also help to ensure support for continued village and town centre vitality/viability. There is little potential to differentiate the performance of these options. It is notable that Option 3 would allocate a relatively large amount of housing growth (322 dwellings) to ‘other villages’ in the North, whilst Option 5 would allocate a relatively large amount of growth (254 dwellings) to 	4	4	2	2	2	1	3

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	<p>'other villages' in the SDNP. It is also notable that Option 3 would involve allocating a relatively large amount of growth (203 dwellings) to Rowlands Castle, which would help to ensure the long term vitality and viability of the centre.</p> <ul style="list-style-type: none"> • Option 7 performs poorly on the basis that very low growth at Horndean would prevent the achievement of regeneration objectives (which would be focused to a large extent on improving the attractiveness of the town centre as a destination). There is also the question of what high growth in the SDNP (allocations for 2893 dwellings) would mean for 'accessibility'. There is a need to improve accessibility to services, facilities and retail for residents of rural villages, and this means ensuring sufficient housing growth to maintain the vitality/viability of village centres; however, it is not clear that this quantum is appropriate given the potential to impact on the rural road network. This is particularly the case given Petersfield – where the vast majority of growth would be targeted – is associated with traffic congestion issues. • Option 1 is the 'lowest growth' option. It would involve targeting growth at most of the settlements where opportunities have been identified in relation to town centre improvements / targeted infrastructure improvements that may lead to improved accessibility (specifically – Alton, Petersfield and Horndean); however, Four Marks (where some notable opportunities exist) misses out, as does Liphook. It is suggested that this approach performs equally as badly as Option 2 - a low growth option that would involve: a low growth approach at Alton – a market town with a need to ensure it continued role in the settlement hierarchy in the long term with a view to preventing trips to other settlements further afield); and a high growth at Petersfield that would likely put a strain on the local road network and hence impact rural accessibility. On this basis, significant negative effects are predicted in terms of the sustainability objectives to 'improve accessibility to facilities and services, particularly in rural areas', and 'reduce the need to travel by car and shorten the length of journeys' 							
Crime and Safety	<p>The plan approach to addressing the issue total growth quantum / broad distribution is only indirectly related to 'crime and safety' related sustainability issues, i.e. it is difficult to come to any conclusions on the likely effects of the alternatives.</p> <p>With regard to Option 6 – high total growth, but with low growth in the SDNP – would involve following a high growth approach at Horndean, a town where there is an identified need for regeneration (see discussion above under 'transport and accessibility'). If growth leads to regeneration, then it can be assumed that there could be some improvement to the crime / fear of crime baseline.</p> <p>Another consideration is road safety. In this respect it is only possible to suggest that options that might worsen congestion (see discussion above, under 'transport and accessibility) could potentially have a detrimental effect.</p> <p>In relation to both 'crime / fear of crime' and road safety it is the case that the policy approach to</p>	-	-	-	-	-	-	-

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	masterplanning and design will have a more significant bearing.							
Housing	<p>In descending order of performance -</p> <ul style="list-style-type: none"> • Option 7 would involve following a ‘high housing growth’ approach and ensuring that growth is distributed to those locations where need for affordable housing is greatest. This would be an effective means of addressing affordable housing need in the District, on the basis that a proportion of new housing would be affordable (i.e. available for less than market value to households that can demonstrate a need). This would mean allocating sites for a large number of new homes (2893) in the SDNP, but focused exclusively at Petersfield and Liss (i.e. no allocations in villages). Sites for a large-ish number of new homes (1242) would be allocated in the ‘North’, focused at Alton (with no allocations in villages). Land to accommodate a very small number of new homes would be allocated in the ‘South’. Option 7 is predicted to result in significant positive effects in terms of the objective to ‘ensure that the residents of East Hampshire have the opportunity to live in a decent home which they can afford’ • Option 6 would also involve following a ‘high housing growth’ approach, which would be beneficial from a perspective of seeking to address affordable housing need; however, at a ‘sub-district’ scale, growth would not be directed to locations where need is greatest. In particular, Options 6 seeks to minimise housing growth in the SDNP with the effect that land for only 697 dwellings would be allocated. • Options 3, 4 and 5 would involve ‘mid-range growth’ at the district-scale. The factor that differentiates performance in terms of meeting housing need is the degree to which each would lead to housing growth in the SDNP • Option 1 performs poorly on the basis that it is a low growth option and seeks to minimise housing growth in the SDNP with the effect that land for only 697 dwellings would be allocated. It is suggested that this approach would perform equally as badly as Option 2 - a relatively low growth option with no new allocations in the North. Having said that these approaches perform poorly, it is not possible to conclude that there would be significant negative effects on the baseline. This is on the basis that the approach does not necessarily go against the findings of the District’s Strategic Housing Market Assessment (SHMA). The SHMA considers housing need at the district-scale only, concluding that objectively assessed housing need lies in the range 500 – 650 dpa. All of the options would achieve this. 	6	6	5	4	3	2	★ 1
Cultural Heritage	<p>Regardless of the approach that is followed in terms of total growth quantum / broad distribution it should be possible to avoid locating development in areas where it would impact on cultural heritage assets (e.g. conservation areas and/or listed buildings) or their settings. There will also be the potential to avoid or mitigate negative effects through design measures.</p> <p>Having said this, it is fair to assume that high growth approaches can lead to an increased likelihood of some</p>	-	-	-	-	-	-	-

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	<p>negative effects on cultural heritage. As well as 'direct' effects (e.g. as a result of development affecting the setting of a heritage asset) growth can also result in indirect effects (e.g. increased traffic through a village centre can have an effect on heritage value).</p> <p>Four Marks is one village that does not include a Conservation Area and hence might be considered to be an appropriate location for growth from a perspective of wishing to avoid negative effects on the cultural heritage baseline. Option 6 would involve allocating a relatively large proportion of growth to Four Marks (360 dwellings); however, this option would also involve allocating a large amount of growth to Alton (1380 dwellings) and Horndean (1412 dwellings), both of which are settlements that include a Conservation Area (indeed, Alton contains four separate Conservation Areas).</p>							
Climate	<p>In terms of climate change 'mitigation' a key consideration is the degree to which the approach to growth will reduce the need to travel and support sustainable transport choices, i.e. lead to a decrease in car dependency. The potential for the alternatives to lead to effects in this respect is discussed above, under 'transport and accessibility'. This key consideration determines the 'ranking' of options presented to the right.</p> <p>Another consideration relates to the potential for the approach to growth to support the delivery of centralised biomass fuelled heating systems or gas fuelled¹⁰⁸ combined heat and power (CHP) systems. The minimum size development at which a communal heat plant coupled / district heating scheme becomes viable is about 50 houses. Growth at the scale of that proposed at Petersfield under Option 2 (allocations for 1532 dwellings) and Option 7 (allocations for 2477 dwellings) could lead to opportunities.</p> <p>In terms of climate change 'adaptation' key considerations relate to water scarcity and flood risk. Both are considered below, under the 'water' topic heading.</p>	4	4	2	2	2		3
Air	<p>The District suffers from localised areas of poor air quality, which are generally along the A3 and A31 corridors and in the main settlements along these routes. One air quality management area (AQMA) - at the A325/Chalet Hill junction in Whitehill & Bordon – is declared on the basis of NO₂ pollution.</p> <p>The higher growth options perform well from a transport and accessibility perspective on the basis that there will tend to be the potential for growth to support reduced car dependency / per capita distance travelled by car. This could 'translate' into benefits for air quality; however, it is also recognised that even if car dependency reduces growth could still lead to more cars on the road in East Hampshire and hence the potential for localised traffic congestion / worsened air quality. Effects are uncertain.</p>	?	?	?	?	?	?	?
Soil	Settlements surrounded by higher quality agricultural land include Alton ('grade 3' with some better quality 'grade 2' land to the north of the town), Four Marks (grade 3) and Clanfield (grade 3). Significant effects are	-	-	-	-	-	-	-

¹⁰⁸ CHP can also be fuelled by biomass, but such schemes only become viable where as part of very large developments (500 homes or more) given the additional fuel storage and infrastructure required.

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	not likely on the basis that greenfield development will not lead to loss of high quality 'grade 1' agricultural land (because there isn't any) and is unlikely to lead to loss of grade 2 land (on the assumption that the small areas that exist around settlements can be avoided).							
Water	<p>The South East is an area of 'water stress' – i.e. an area where water resources are depleted as a result of abstraction – and the situation is likely to worsen in the future as a result of climate change. In particular, drier summers are predicted which will result in increased frequency of droughts. It could be suggested that, on this basis, a higher growth quantum approach is not appropriate; however, it is not clear that this is the case given that housing need that is unmet in East Hampshire will tend to be met elsewhere in the South East.</p> <p>Development will need to comply with a strict policy approach to 'sustainable construction' that seeks to ensure water efficiency in the built environment (Policy CP22 of the Proposed JCS requires that from 2013 all residential development should meet Code for Sustainable Homes level 4 and from 2016 level 5) that should mean that per capita domestic water use does fall over time in East Hampshire; however, it is not clear that this policy approach is any more ambitious than that proposed elsewhere, and so it is not possible to conclude that it results in East Hampshire being a particularly appropriate location for housing growth from a 'water resources' perspective.</p> <p>In terms of flood risk, the District's 'Strategic Flood Risk Assessment (SFRA) identifies that all of the District's main settlements aside from Four Marks are associated with some issues. Development at any of the settlements would by necessity not be within areas of identified flood risk; however, there is also a need to consider the potential for development of greenfield land to result in increased surface water runoff and hence floodrisk elsewhere. There is the potential to mitigate this effect through incorporation of sustainable drainage systems (SuDs) and hence it is not clear that growth will lead to effects.</p>	-	-	-	-	-	-	-
Biodiversity	<p>In descending order of performance -</p> <ul style="list-style-type: none"> • Options 1 and 2 perform well as they are 'low growth' options. Option 2 would involve allocating a large amount of land for housing at Petersfield; however, this is a town that is relatively unconstrained by sites of international, national or local importance for biodiversity. • Option 3 is assumed to perform relatively well. It would involve following a 'mid-range' growth scenario overall and ensuring low growth at Liss. Growth at Liphook would also be relatively low. Land for 322 dwellings (more than under any other option) would be allocated to 'other settlements' in the North of the District, but it is assumed that sites could be found that are relatively unconstrained from a biodiversity perspective. • Options 4 and 5 would involve the same quantum of development as Option 3. The difference in 	★1	★1	2	3	4	6	5

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	<p>performance between Options 3, 4 and 5 relates to the fact that incrementally more growth is allocated to the SDNP, including Liss.</p> <ul style="list-style-type: none"> • Option 7 – a high growth option – would involve allocating land for a relatively large amount of new housing (417) at Liss, a village within the SDNP that is relatively close proximity to the Wealden Heaths (Phase II) Special Protection Area (SPA). The Northern edge of Liss is also constrained by SINC. A very large amount of housing growth would also be promoted at Petersfield. Significant negative effects are predicted in terms of the objective to <i>‘protect and enhance local, national and international nature conservation interests’</i>. • Option 6 performs poorly on the basis that it would involve allocating land for 360 dwellings at Liphook, which is in close proximity to the Wealden Heaths (Phase II) SPA. The northern edge of Liphook is also constrained by the floodplain of the River Wey, much of which is designated as a SINC. Significant negative effects are predicted in terms of the objective to <i>‘protect and enhance local, national and international nature conservation interests’</i>. <p>N.B. Matters relating to potential impacts to the SPA are considered further through a separate process of ‘Habitats Regulations Assessment’ (HRA).</p>							
Landscape	<p>In descending order of performance -</p> <ul style="list-style-type: none"> • Option 1 is a low growth option, and so performs relatively well from a landscape perspective. In the North and SDNP, it is suggested that growth would be directed to the two main towns – Alton (allocations for 697 dwellings) and Petersfield (allocations for 697 dwellings). Both are constrained from a landscape perspective, but the size of the towns should enable the potential to accommodate some growth without landscape / visual impact. • Option 3 seeks to minimise housing growth in the SDNP, but as a result would involve allocating land for housing (322 dwellings) at ‘other villages’ in the ‘North’. • Option 4 allocates more growth in the SDNP (1000 dwellings as opposed to 697), but less to villages in the ‘North’ (152 dwellings as opposed to 322). • Option 6 is a high growth option, but would involve low growth in the SDNP. High growth in the North would be likely to have negative effects given the constrained nature of Alton and Liphook from a landscape perspective. High growth would also be directed to the ‘South’, but it is suggested that this could be accommodated at Horndean (allocations for 1412 dwellings) - a village that is known to be less constrained from a landscape perspective. • Options 5 would involve the same quantum of development as Options 3 and 4; however, a greater 	★ 1	6	2	3	5	4	7

Sustainability topic	Discussion of <u>significant effects</u> (and discussion of <u>relative merits</u> in more general terms)	Rank of preference						
		Opt 1	Opt 2	Opt 3	Opt 4	Opt 5	Opt 6	Opt 7
	<p>proportion of growth would be directed to the SDNP. On this basis it is suggested that significant negative effects would result in terms of the objective to <i>'protect and enhance the intrinsic local character of the landscape, sense of place and local distinctiveness'</i>.</p> <ul style="list-style-type: none"> • Option 2 is a low growth option, but would involve allocation of land for a large number of new homes in the SDNP, particularly at Petersfield (1532 dwellings) – a town that is known to be constrained from a landscape perspective. As such, significant negative effects are predicted in terms of the objective to <i>'protect and enhance the intrinsic local character of the landscape, sense of place and local distinctiveness'</i>. It is notable that this option would involve low growth in the 'South', despite the presence of two villages (Horndean and Rowlands Castle) that are less constrained. • Option 7 performs badly on the basis that it is a high growth option and seeks to allocate a large amount of land for housing growth in the SDNP, most notably at Petersfield – a town that is known to be constrained from a landscape perspective. Significant negative effects are predicted in terms of the objective to <i>'protect and enhance the intrinsic local character of the landscape, sense of place and local distinctiveness'</i>. 							
Waste	The plan approach to addressing the issue of total growth quantum / broad distribution does not have a bearing on waste management related sustainability issues, i.e. it is not possible to come to any conclusions on the likely effects of the alternatives. There is no reason to suggest that a 'higher growth quantum' approach would create problems in terms of sustainable waste management.	-	-	-	-	-	-	-
Material Assets	The potential for development to result in funds being made available for essential transport infrastructure and community infrastructure in town and village centres is discussed above under the 'economy and employment' and 'transport and accessibility' headings. Waste water treatment capacity is something that can be put under strain by new development, but equally can be improved through the use of developer funding. It is not thought that waste water treatment capacity is an issue in East Hampshire (although there are potential issues associated with the PUSH area, as discussed within the South Hampshire: Integrated Water Management Strategy, 2008).	-	-	-	-	-	-	-

Summary appraisal findings

Sustainability topic	Option 1 Allocations for 2,365 dwellings (Scenario E); with 697 in the SDNP / development otherwise distributed by current population	Option 2 Allocations for 2,365 dwellings (Scenario E); distributed according to current population	Option 3 Allocations for 3,186 dwellings (Scenario B); with 697 in the SDNP / development otherwise distributed by current population	Option 4 Allocations for 3,186 dwellings (Scenario B); with 1,055 in the SDNP / development otherwise distributed by current population	Option 5 Allocations for 3,186 dwellings (Scenario B); with 1,486 in the SDNP / development otherwise distributed by current population	Option 6 Allocations for 4,221 dwellings (Scenario H); with 697 in the SDNP / development otherwise distributed by current population	Option 7 Allocations for 4,221 dwellings (Scenario H); with sub-areas meeting their own affordable housing needs
Population	3	5	2	2	1★	4	4
Health	3	6	2	2	1★	4	5
Employment & Economy	6	7	2	3	4	1★	5
Transport & Accessibility	4	4	2	2	2	1★	3
Crime & Safety	-	-	-	-	-	-	-
Housing	6	6	5	4	3	2	1★
Cultural Heritage	-	-	-	-	-	-	-
Climate	4	4	2	2	2	1★	3
Air	?	?	?	?	?	?	?
Soil	-	-	-	-	-	-	-
Water	-	-	-	-	-	-	-
Biodiversity	1★	1★	2	3	4	6	5
Landscape	1★	6	2	3	5	4	7
Waste	-	-	-	-	-	-	-

Sustainability topic	Option 1 Allocations for 2,365 dwellings (Scenario E); with 697 in the SDNP / development otherwise distributed by current population	Option 2 Allocations for 2,365 dwellings (Scenario E); distributed according to current population	Option 3 Allocations for 3,186 dwellings (Scenario B); with 697 in the SDNP / development otherwise distributed by current population	Option 4 Allocations for 3,186 dwellings (Scenario B); with 1,055 in the SDNP / development otherwise distributed by current population	Option 5 Allocations for 3,186 dwellings (Scenario B); with 1,486 in the SDNP / development otherwise distributed by current population	Option 6 Allocations for 4,221 dwellings (Scenario H); with 697 in the SDNP / development otherwise distributed by current population	Option 7 Allocations for 4,221 dwellings (Scenario H); with sub-areas meeting their own affordable housing needs
Material Assets	-	-	-	-	-	-	-

Discussion:

The higher growth options tend to perform well in terms of ‘socio-economic’ related sustainability topics, but less well in terms of ‘biodiversity’ and ‘landscape’, i.e. two of the three ‘environmental’ topics that are a focus of the appraisal (the other being ‘climate change’). Taking the options in turn:

- **Options 1 and 2** perform well in terms of biodiversity on account of being ‘low growth’ and generally focusing growth at the major settlements rather than small villages.
- **Option 1** also performs well in terms of landscape.
- **Option 2** – performs poorly in terms of landscape, with **significant negative effects** predicted. This is on the basis that a large amount of growth will be directed to Petersfield (allocations for 1532 dwellings) – a town that is known to be constrained from a landscape perspective.
- **Options 1 and 2** perform poorly in terms of transport / accessibility, with **significant negative effects** predicted. This is primarily on account of being ‘low growth’, but it is also the case that the distribution of growth is not ideal. In particular, Option 2 would involve a low growth approach at Alton (a market town with a need to ensure its continued role in the settlement hierarchy in the long term with a view to preventing trips to other settlements further afield). Option 2 would also involve growth at Petersfield that could put strain on the local road network and hence impact rural ‘accessibility’.
- **Options 1 and 2** perform poorly in terms of employment / economy on account of being ‘low growth’, with **Option 2** performing worse (resulting in a prediction of **significant negative effects**) as a result of the proposed distribution.
- **Option 2** is also predicted to result in **significant negative effects** in terms of population and health as a result of being low growth and involving a less than ideal distribution (in particular, with no allocations at Alton). Population and health related considerations are discussed further below, under Option 5.
- **Options 3, 4 and 5** – the medium growth options – perform well in terms of a number of sustainability topics. Option 3 performs less well in terms of housing on the basis that local housing need would go unmet to a greater extent in the SDNP (as a result of allocations for only 697 dwellings).
- **Option 5** performs best out of all the options in terms of population and health. This reflects the distribution of development to settlements that saw a significant increase in the % of the population aged 65+ between 2001 and 2011 and/or a significant increase in the % of the population identifying day-to-day activities being limited by health/disability between 2001 and 2011. It is assumed that development will lead to funding being made available for new and improved services and facilities that can support good health. However, **significant negative effects** are predicted in terms of landscape given the scale of growth (allocations for 1390 dwellings) in the SDNP.

- **Option 6** is best performing in terms of economy / employment and transport / accessibility on the basis that this option (along with Option 7) will involve a high growth approach and the distribution will generally mean that growth is at those towns and villages where developer funds could be used for targeted town/village centre and transport infrastructure improvements. **Significant positive effects** are predicted in terms of transport / accessibility.
- **Option 6** also performs best in terms of climate change. In this respect, it is suggested that a higher growth option may be preferable given that it should result in funds being made available to support improvements to town centres and transport infrastructure, hence perhaps leading to reduced car dependency. There are also other climate change related considerations, including 'adaptation' issues; but it is not clear that the options lead to implications.
- **Options 6 and 7** perform well in terms of housing. Option 7 would involve following a 'high housing growth' approach and ensuring that growth is distributed to those locations where need for affordable housing is greatest. **Option 7** is predicted to result in **significant positive effects**. Option 6 would also involve following a 'high housing growth' approach, which would be beneficial from a perspective of seeking to address affordable housing need; however, at a 'sub-district' scale growth would not be directed to locations where need is greatest. In particular, Option 6 seeks to minimise housing growth in the SDNP (allocations for 697 dwellings).
- **Option 7** performs badly in terms of employment / economy despite involving high growth. This is on the basis that high growth could hinder the achievement of economic objectives in the SDNP; and very low growth at Horndean would prevent achievement of regeneration objectives. It is noted that growth in the SDNP would be entirely focused at Petersfield (where significant economic opportunities exist) and Liss, with no growth allocated to other villages. Hypothetically – with National Park considerations put to one side - it might be suggested that this level of growth at Petersfield (allocations for 2477) could be 'transformative' (e.g. could lead to the attraction of major employers bringing high skilled jobs); although traffic congestion is a constraint at Petersfield that could act as a barrier to growth.
- **Options 6 and 7** would likely result in **significant negative effects** in terms of biodiversity given the need to develop within areas of the District that are more sensitive.
- **Option 7** would lead to **significant negative effects** in terms of landscape given growth within the SDNP (allocations for 2893 dwellings).