

# Sustainability Appraisal Scoping Report (incorporating Strategic Environmental Assessment)

Local Plan Update  
Consultation Draft  
September 2020



Basingstoke  
and Deane

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## List of Abbreviations

AMR	Authority Monitoring Report
AONB	Area of Outstanding Natural Beauty
AQMA	Air Quality Management Area
BAP	Biodiversity Action Plan
BDBC	Basingstoke and Deane Borough Council
BEIS	Department for Business, Energy and Industrial Strategy
MHCLG	Ministry for Housing Communities and Local Government
DECC	Department of Energy and Climate Change
DEFRA	Department for Environment, Food and Rural Affairs
DfT	Department for Transport
DPD	Development Plan Document
GVA	Gross Value Added
H2050	Horizon 2050
HBIC	Hampshire Biodiversity Information Centre
HRA	Habitat Regulations Assessment
LCA	Landscape Character Assessment
LDF	Local Development Framework
LDS	Local Development Scheme
LEP	Local Enterprise Partnership
LSOA	Lower Super Output Area
NPPF	National Planning Policy Framework
ONS	Office for National Statistics
PPG	Planning Practice Guidance
SA	Sustainability Appraisal
SAC	Special Area of Conservation
SAPF	Small Area Population Forecast (data provided by Hampshire County Council)
SEA	Strategic Environmental Assessment
SINC	Site of Importance for Nature Conservation
SPA	Special Protection Area
SPD	Supplementary Planning Document
SSSI	Site of Special Scientific Interest
WFD	Water Framework Directive

# 1 Introduction and Background

- 1.1 This Scoping Report has been prepared by Basingstoke and Deane Borough Council as part of the Sustainability Appraisal (incorporating Strategic Environmental Assessment) process for the update of its Local Plan, and forms part of the Local Plan Update's evidence base. The Local Plan Update will set out the vision and objectives for the borough, its spatial strategy, strategic policies including site allocations, and development management policies for a minimum of 15 years from adoption. Upon adoption, it will replace the current Adopted Local Plan 2011-2029. Made Neighbourhood Plans will remain in place although may need to be revisited in light of the Local Plan update.

## Overview of Sustainability Appraisals

### *What is sustainable development?*

- 1.2 The Planning and Compulsory Purchase Act 2004 (as amended) requires that Development Plan Documents (DPDs) are prepared with a view to '*contributing to the achievement of sustainable development*' (Section 39(2)). Paragraph 7 of the National Planning Policy Framework (NPPF) also highlights that this is the purpose of the planning system as a whole, with paragraph 8 recognising social, environmental and economic dimensions to sustainable development.
- 1.3 The definition of sustainable development referred to in the NPPF states that '*sustainable development is development that meets the needs of the present without comprising the ability of future generations to meet their own needs*'.
- 1.4 Sustainability Appraisals are intended to help promote sustainable development (including social, economic and environmental objectives) in the preparation of certain planning documents. The Planning and Compulsory Purchase Act 2004 includes a requirement for the appraisal of the sustainability of Development Plan Documents (DPD)<sup>1</sup>.
- 1.5 Sustainability Appraisal (SA) is a process that must be undertaken alongside plan-making. SA is an important tool in making informed decisions that actively address the issue of sustainability through: comparing, analysing and evaluating different options for the planning of the borough; maximising the positive impacts of plan options and minimising the negative impacts; and illustrating a strategy or plan's overall contribution to sustainable development.

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<sup>1</sup> Section 180 (5) (d) of The Planning Act 2008 amended the requirements of Part 2 of Section 19 (5) (a) of the Planning & Compulsory Purchase Act 2004 so that only Development Plan Documents need to be subject to sustainability appraisal.

- 1.6 The SA report must be published for consultation alongside the draft Plan that ‘identifies, describes and evaluates’ the likely significant effects of implementing ‘the plan, and reasonable alternatives’. The report must then be taken into account, alongside consultation responses, when finalising the Plan.

*Strategic Environmental Assessment Regulations (SEA)<sup>2</sup>*

- 1.7 This legislation establishes a process of assessment to ensure that environmental considerations are taken into account in preparing plans. These regulations set out the environmental themes that need to be considered:

- Biodiversity
- Population
- Human Health
- Fauna
- Flora
- Soil
- Water
- Air
- Climatic Factors
- Material assets
- Cultural heritage, including architectural and archaeological
- Landscape; and
- the inter-relationships between these

- 1.8 The PPG on Plan-making<sup>3</sup> advises that SAs incorporate the requirements of the Environmental Assessment of Plans and Programmes Regulations 2004<sup>4</sup> (often referred to as the ‘Strategic Environmental Assessment (SEA) Regulations’). Therefore, where reference is made to Sustainability Appraisal (SA) within this report, it is incorporating the requirements of the SEA Directive and Regulations.

*Scoping Report*

- 1.9 The first stage of the Sustainability Appraisal process involves setting the context for the plan/strategy being prepared, identifying the baseline position and existing sustainability issues, and producing sustainability objectives against which to assess the plan. This is set out in this scoping report which has been produced to cover the scope of DPDs prepared by the council, along with SPDs and other council strategies to which the SEA Regulations

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<sup>2</sup> The Environmental Assessment of Plans and Programmes Regulations 2004

<sup>3</sup> Planning Policy Guidance on Plan-Making May 2020

<sup>4</sup> This legislation transposes the requirements of EU Directive 2001/42/EC on the assessment of the effects of certain plans and programmes on the environment (the SEA Directive).

apply. There may be exceptions where separate Scoping Reports are prepared, for example in relation to specialised topics.

## 2 Scoping Report Structure

- 2.1 The structure of this Scoping Report is based on national guidance<sup>5</sup>. It has been designed to incorporate the requirements of the SEA Regulations (and Directive) and wider social and economic considerations.
- 2.2 National guidance refers to five main stages of the sustainability appraisal process; these are set out in Table 1. A flowchart indicating how these stages link with plan preparation is set out in the PPG and shown in Figure 1 below.

Table 1: Key stages of sustainability appraisal process<sup>6</sup>

Stage	Brief Description
A	Setting the context and objectives, establishing the baseline and deciding on the scope
B	Developing and refining alternatives and assessing effects
C	Prepare the sustainability appraisal report
D	Seek representations on the sustainability appraisal report from consultation bodies and the public
E	Post adoption reporting and monitoring

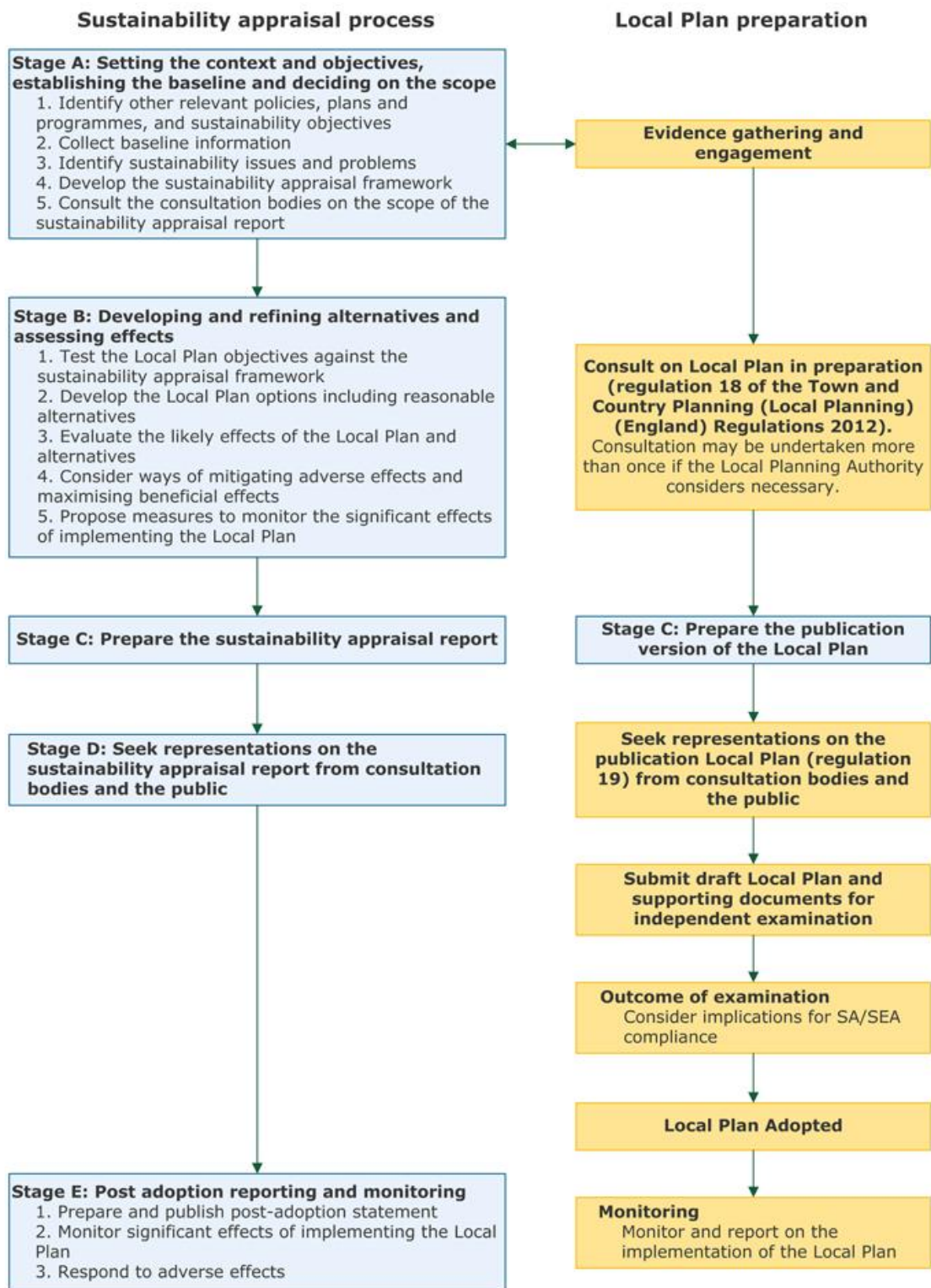
- 2.3 Stages B to E of the sustainability appraisal process are undertaken in relation to a specific plan, strategy or programme, therefore are not covered as part of this Scoping Report, but will be progressed alongside production of the Local Plan Update.

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<sup>5</sup> This includes the Planning Practice Guidance (PPG) (DCLG) and A Practical Guide to the Strategic Environmental Assessment Directive (ODPM, 2005).

<sup>6</sup> Stages as set out in the PPG SEA flowchart at reference ID: 11-013-20140306 (available: [https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/580027/sea1\\_013.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/580027/sea1_013.pdf)).

Figure 1: Flowchart of sustainability appraisal and plan making stages



## *Scoping Report Process*

- 2.4 This Scoping Report relates to Stage A within Table 1. It is developed at a pre-production stage, alongside evidence gathering for the Local Plan Update. Stage A comprises five 'tasks', summarised below.

### ***Task A1: Identify other relevant policies, plans and programmes, and sustainability objectives***

- 2.5 When establishing the scope of a SA, it is necessary to review the issues and objectives identified in international, national and other relevant plans or strategies. These set the "context" for the council's Local Plan Update, insofar as they enable the council to take account of other plans and strategies to understand how the updated Local Plan may be affected by outside factors and to help identify sustainability objectives. This could include identifying similar objectives as well as possible conflicts or inconsistencies. Generally, with the exception of legislation, those plans, policies and programmes developed at a more local scale have the potential for the greatest direct relevance. Appendix 1 to this report provides a summary of the main plans, policies and programmes that are likely to be relevant. The key messages from these documents, the issues being addressed and the intended outcomes are highlighted for each topic.

### ***Task A2: Collect baseline information***

- 2.6 This task seeks to provide the evidence base to inform the identification of issues / problems (see Task A3), enable prediction of effects (including in relation to alternative proposals) and inform monitoring. Baseline information needs to relate to existing environmental, economic and social characteristics of an area that are likely to be affected, and their likely evolution without the implementation of new policies. Where possible, this should ideally include data on historic and likely future trends.

### ***Task A3: Identify sustainability issues and problems***

- 2.7 This task draws on information gathered in the first two tasks and provides a focus for later parts of the process, including establishing the sustainability appraisal framework (Task A4) and predicting effects. The focus is on identifying sustainability issues directly relevant to the plans / strategies that are being prepared.

### ***Task A4: Develop the sustainability appraisal framework***

- 2.8 Establishing sustainability objectives as part of the framework gives a mechanism to review the plan / strategy under consideration. It draws on all the information collated from the previous tasks. Whilst they may overlap with objectives for a specific plan / strategy they are not the same thing. The sustainability objectives can be presented as part of a framework, along with

indicators that can be used to help appraise the plan / strategy under consideration.

***Task A5: Consult the consultation bodies on the scope of the sustainability appraisal report***

- 2.9 The statutory environmental stakeholders shall be consulted on the scope and level of detail of the environmental information to be used when preparing plans.

*Structure of this Scoping Report*

- 2.10 The following chapters of this report present the information required by tasks A1 to A4. The first three chapters provide general contextual information relating to the borough. This is followed by topic based information (based around the themes from the borough's Horizon 2050 vision, as set out in section 3.6), rather than being split by the tasks outlined above. At the start of each chapter, there is a summary of the key policies, plans and programmes relating to that topic (additional information on this is provided in Appendix 1). Each theme chapter concludes with an overview of the likely trends that might happen were there not to be an update to the Local Plan, and a summary of the sustainability issues identified from the collation of information on each theme. These chapters are followed by a summary of all of the sustainability issues that have been identified, then the proposed sustainability objectives and indicators within the assessment framework.

*Compliance with the SEA Regulations*

- 2.11 The Government has produced guidance on the SEA Directive and Regulations. By following this guidance, and having regard to the legislation itself, the required environmental information should be provided. Throughout this report, references to sustainability appraisal should be taken as incorporating the requirements of strategic environmental assessment.
- 2.12 Sustainability appraisal reports for specific plans/strategies will signpost where the environmental information is provided and how it has been considered in the plan making process.
- 2.13 It should be noted that not all spatial planning documents require strategic environmental assessment under the Regulations. National guidance on the application of SEA provides guidance on this screening process, which can be used alongside the Regulations<sup>7</sup>.

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<sup>7</sup> A Practical Guide to the Strategic Environmental Assessment Directive, ODPM, 2005 – see Figure 2 on page 13.

*Commentary on the Scoping Report Process*

- 2.14 The SEA Directive and Regulations require that information be provided on how the appraisal was undertaken and any difficulties encountered in compiling the required information. Table 2 summarises the tasks undertaken so far, who was involved in the work and any difficulties that were encountered.

Table 2: Commentary on Sustainability Appraisal Scoping Stage.

<b>SA Stage / Task</b>	<b>Who was involved?</b>	<b>When undertaken?</b>	<b>Difficulties / Issues Encountered</b>
Stage A: Setting the context and objectives, establishing the baseline and deciding on the scope			
Task A1: Identify other relevant policies, plans and programmes, and sustainability objectives	Planning Policy Team - with assistance from other council Services	January 2019 - May 2020	Difficulties ensuring that all of the most relevant plans, policies and programmes are included (particularly whether the versions identified are the most up to date) given the broad range of issues. Many documents do not have clear sustainability objectives.
Task A2: Collect baseline information	Planning Policy Team with assistance from other council Services	January 2019 - May 2020	Accessing up to date data that is available at the relevant scale. Accessing data that helps inform future trends, as well as current / recent circumstances. Consistency of data between sources. Potentially dated information when relying on the 2011 Census.
Task A3: Identify sustainability issues and problems	Planning Policy Team	January 2019 – May 2020	Reflecting above, difficulties in establishing likely future trends, particularly where there are various uncertainties. As a result, the expected issues for the future were more challenging to identify. This includes the uncertainty regarding

			the impact of the Covid-19 Pandemic.
Task A4: Develop the sustainability appraisal framework	Planning Policy Team	January – May 2020	Ensuring coverage of all the relevant issues whilst maintaining a manageable number of objectives. Phrasing the objectives to be appropriately ambitious but also achievable. Inevitably, there are strong inter-relationships between some of the objectives, with some indicators applying to more than one objective. A more detailed framework/indicators was required for the assessment of potential development sites.
Task A5: Consult the consultation bodies on the scope of the sustainability appraisal report	Planning Policy Team, statutory consultees	July –August 2020	

### *Habitat Regulations Assessment*

- 2.15 The Conservation of Habitats and Species Regulations 2010, as amended, (known as the Habitat Regulations)<sup>8</sup>, requires councils, in undertaking their functions as a local planning authority, to make an assessment of all plans and projects, in light of whether they would have a ‘significant effect’ on the integrity of Natura 2000 sites. The sites that need to be considered through this process include Special Areas of Conservation (SACs) and Special Protection Areas (SPAs)<sup>9</sup>, which make up the Natura 2000 network of sites. National guidance recommends that Ramsar sites are also considered through this process – these are areas of international importance for particular wetland habitats.

<sup>8</sup> Includes Special Areas of Conservation (SACs) and Special Protection Areas (SPAs) – national guidance recommends that Ramsar sites are also assessed in the same way.

<sup>9</sup> Also need to consider potential or possible SACs, candidate SACs and potential SPAs (i.e. sites that are not yet classified as SPAs or designated as SACs but are proposed as such).

- 2.16 Whilst SA/SEA and Habitat Regulations Assessment processes are separate (and will be documented separately), there is some overlap which will be reflected as appropriate. For example, through the SA process, effects on biodiversity would be considered, which would include the above mentioned designations. However the level of scrutiny will be proportionate to the relevant legislative requirements, so the HRA will require more detailed consideration of the potential impact of the Plan on European Protected Sites within and outside of the borough.
- 2.17 The screening exercise for the HRA, which can lead to an Appropriate Assessment (AA), will not commence until the development of options, which runs in parallel to Stage B of the SA process (Figure 1 provides details of the various stages of the SA/SEA process). Whilst there are no Natura 2000 sites within the borough, there are some within 10km of the borough boundary and beyond (where there is an identified pathway such as the River Test and River Itchen):
- East Hampshire Hangers SAC
  - Kennet and Lambourn Floodplain SAC
  - Kennet Valley Alderwoods SAC
  - River Lambourn SAC
  - Thames Basin Heaths SPA
  - Shortheath Common SAC
  - River Itchen SAC
  - Wealden Heaths Phase 2 SPA
  - Solent and Southampton Water Ramsar
  - Solent and Dorset Coast Potential SPA
  - Solent Maritime SAC
  - Solent and Southampton Water SPA
- 2.18 The potential impact of the future updated Local Plan allocations and policies on these sites will therefore be considered in more detail through the Habitats Regulations Assessment.

### 3 Context of the Local Plan Update

- 3.1 The Local Plan Update will be produced within the context of legislation, national planning guidelines and the council's overarching strategic priorities. These are set out in the following documents:

*National Planning Policy Framework (NPPF) and Planning Practice Guidance (PPG)*

- 3.2 The updated NPPF and PPG set out the government's planning policies for England and how they expect them to be applied. The NPPF must be taken into account in preparing the development plan. As well as setting out how the local development plan should be prepared, it sets out the national planning policy guidance for all planning topics. Planning policies and decisions must also reflect relevant international obligations and statutory requirements. A central premise of the Framework is 'a presumption in favour of sustainable development' (paragraph 11), which has three overarching objectives:

- An economic objective, to help build a strong, responsive and competitive economy;
- A social objective, to support strong, vibrant and healthy communities;
- An environmental objective to contribute to protecting and enhancing our natural, built and historic environment.

*BDBC Council Plan 2020-2024*

- 3.3 The Council Plan sets out the council's vision and priorities (2020 to 2024), and as a result provides a focus for council activities. This includes providing a focus for planning policy documents and other strategies/plans produced by the council. The four overarching priorities/themes are underpinned with more detailed priorities aimed at delivery:

Strengthening communities

- Delivering high quality services
- Supporting local communities
- Outstanding leisure and sport facilities
- Improving health and mental wellbeing
- Growing older well

Protecting and enhancing our environment

- Responding to the climate emergency
- Becoming a zero carbon council by 2025
- Improving air quality
- Improving biodiversity
- Improving river and landscape quality

Improving Safety

- Increasing funding for community safety patrol officers

- Reducing antisocial behaviour
- Supporting the police to fight crime
- Responding to emergencies
- Supporting our most vulnerable residents

#### Planning for the future

- Evolving transport options and connections
- Creating sustainable lifetime homes
- Delivering affordable housing
- Supporting jobs and business growth
- Supporting initiatives for a new modern hospital

3.4 In relation to each of these priorities, the Council Plan identifies what the council will be investing in, and the expectations as to what will happen as a result. It seeks to implement the longer term vision for the borough as set out in Horizon 2050.

#### *Horizon 2050 (H2050)*

3.5 Horizon 2050 (H2050) provides a vision for the borough in 30 years time. The views of residents, businesses and partners informed the development of the vision, culminating in a public consultation and representative telephone sample survey during the summer of 2018. The Horizon 2050 vision was adopted by the council and its partners in February and March 2019 respectively. It provides a framework of desired outcomes to inform all relevant policy making. The vision contains eight themes that are all equally important. These are set out below:

- Homes and housing
- Healthy, safe and inclusive communities
- Natural environment
- Sustainability
- Transport
- Education
- Economy and entrepreneurship
- A borough with heritage and distinction

3.6 The above themes provide the local framework for developing the Local Plan Update. The baseline information and identification of sustainability issues contained in this report are therefore grouped under these themes.

#### *Climate Change Act 2008 and the Council's declaration of a climate emergency*

3.7 The Climate Change Act 2008 introduced the UK's first legally binding target for 2050, to reduce greenhouse gas emissions by at least 80% compared to 1990 levels. Further to Parliament declaring a Climate Emergency in May 2019 this target was amended to be 100% reduction on 1990 levels by 2050.

The council subsequently declared a Climate Emergency in July 2019, recognising the urgent need to take action to tackle this issue through the council's own work, its partners and in its communities. Amongst other actions and targets, it has set a target for the council to be carbon neutral by 2025 and the borough to be carbon neutral by 2030.

#### *Basingstoke and Deane Local Development Framework*

- 3.8 The Planning and Compulsory Purchase Act 2004 requires the council to produce a Local Development Framework (LDF). This includes a number of policy documents, namely Development Plan Documents (DPDs) and Supplementary Planning Documents (SPDs), as well as the Local Development Scheme (LDS) and Statement of Community Involvement (SCI). The council's Local Development Scheme (LDS) outlines the policy documents that will be prepared for the Local Development Framework (LDF) and the programme for their production. The current version of the LDS was adopted in May 2019 and is available via the council's website at: <https://www.basingstoke.gov.uk/LDS>

#### *Basingstoke and Deane Adopted Local Plan 2011-2029 and Neighbourhood Plans*

- 3.9 The BDBC Adopted Local Plan 2011-2029 is the current planning document that sets out the vision, objectives and policies to guide development up to 2029. This plan was accompanied by a Sustainability and Strategic Environmental Assessment (2014) and Habitats Regulations Assessment (2014). The objectives for this Plan are:

##### Prosperous and thriving

- a) Maintain and enhance the borough's position as a prosperous economic centre with a diverse economy by supporting a range of employment sectors through the availability of employment land and premises of the right quality, type, location and size. This will be delivered through the protection and regeneration and/or redevelopment of the established strategic employment areas (such as Basing View) and the allocation of a new employment sites through a future DPD.
- b) Reduce the need to travel, providing sustainable and fully accessible transport opportunities, and promoting walking and cycling across the borough. Work in partnership to address issues around junction 6 of the M3 and the delivery of strategic transport infrastructure.
- c) Facilitate a well-educated and highly skilled local population and workforce with strong connections to the local business community and opportunities to access high quality education and jobs with lifelong learning for all.

- d) Strengthen Basingstoke Town Centre's role as a destination of choice, for residents, workers and those living outside the borough for retail, culture and leisure. Progress the Central Area Vision and the new Town Centre Programme to achieve a well-connected, vibrant and attractive town centre, while supporting a distinctive cultural and historic area at the Top of the Town.
- e) Promote a thriving rural economy with a network of vibrant towns and villages which provide homes, services, jobs and infrastructure to respond to the needs and aspirations of local communities.

#### Connected and vibrant

- f) Focus the provision for new housing and supporting infrastructure within a number of development sites around Basingstoke town, with local level housing provision in our other main settlements, and homes which respond to local needs in smaller settlements.
- g) Ensure that infrastructure is planned for prior to development and delivered alongside development to meet the changing needs of our residents and employers, including the broader infrastructure needs of an increasingly ageing population. This will include the provision of flexible accommodation that responds to varying needs and supports mixed and inclusive communities with the opportunity for social interaction.
- h) Provide new housing which incorporates a mix of tenure, size and type to meet the borough's needs and enable accommodation for all, including older people and downsizers, smaller households, families, and resident gypsy and travellers.
- i) Promote and support successful regeneration and renewal schemes to improve social, built and natural environments, and improve housing and employment areas of poor quality. This will be delivered through a partnership approach and close working with local communities and businesses to address existing pockets of deprivation and reduce inequalities at a neighbourhood level.
- j) Promote healthy lifestyles by maintaining and enhancing the quality and value of community, health, cultural, leisure and recreational facilities and open spaces that support and provide opportunities for participation in social and physical activity in local communities and good access to health services.

#### Environmentally responsible and distinctive

- k) Minimise our contribution to climate change and its effects through more efficient use of energy and natural resources and increased use of

renewable and low carbon energy infrastructure, as well as mitigating and adapting to climate change.

- l) Ensure high quality and locally distinctive design which responds to local character to create inclusive, well connected and safe neighbourhoods by reducing the fear of crime and anti-social behaviour.
- m) Conserve, manage and monitor the borough's waterways, reducing the risk of flooding and consequences of pollution through partnership working, active flood management and appropriate mitigation approaches.
- n) Protect and enhance the borough's biodiversity and the locally distinctive character of our priority habitats and landscapes, such as the North Wessex Downs AONB, through protection, partnership working, conservation and active management.
- o) Proactively manage the borough's rich historic and built environment to protect and enhance its quality and distinctiveness while accommodating change. This highly varied resource ranges from conservation areas, to listed buildings including the large country houses to numerous brick, flint and timber framed farm buildings and cottages distinctive of our rural areas.

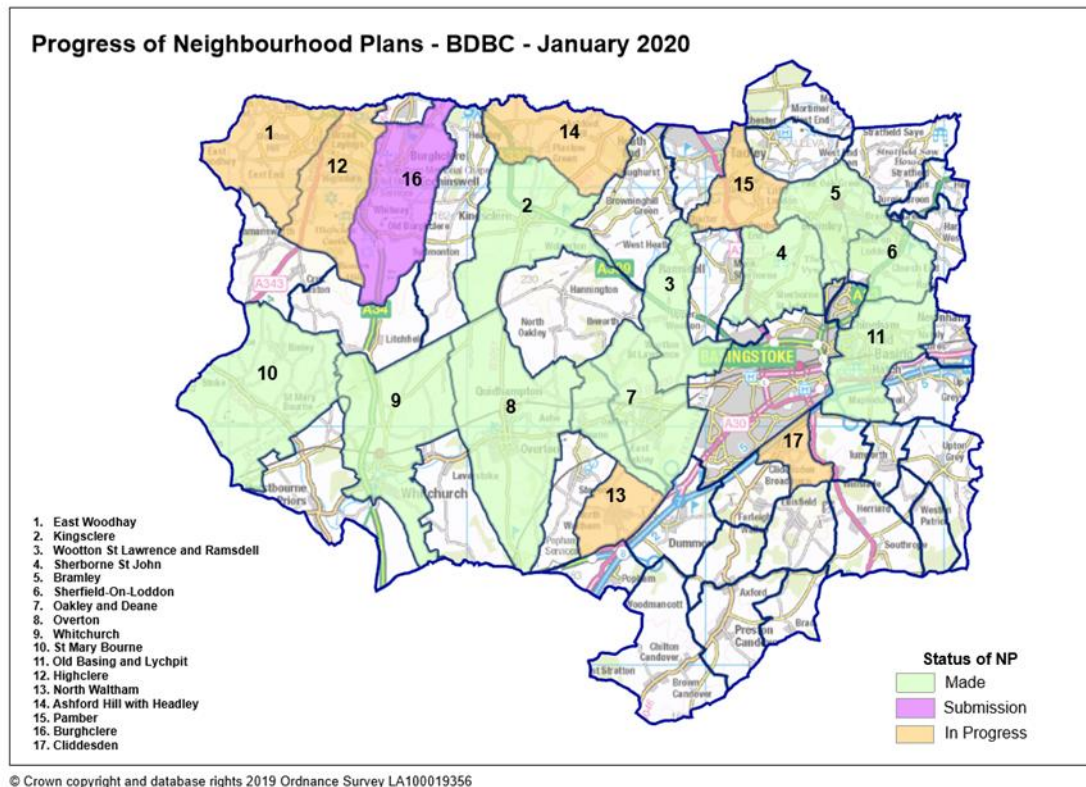
3.10 In accordance with recent guidance, there is a requirement for the Local Plan to be reviewed every 5 years. From this review it was concluded that an update to the Plan was required. The Local Plan Update will extend the plan period beyond 2029 up to at least 2038, 15 years from the potential date of adoption of the Plan.

3.11 Neighbourhood Development Plans (NDPs)<sup>10</sup> have been made for many of the Borough's rural parishes. These set out planning policies and allocations for more local areas and have equal weight in the planning system to the adopted Local Plan. A number of new NDPs are also in the process of being developed (as set out in the LDS) (see Figure 2). They are not required to be subject to Sustainability Appraisal but may need a Strategic Environmental Assessment to be undertaken. NDPs also become relevant plans/programmes as part of the baseline position once 'made'. These provide a local interpretation of key issues that should be taken into consideration.

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<sup>10</sup> For more information on NDPs see: <https://www.basingstoke.gov.uk/neighbourhood-planning>

Figure 2: Neighbourhood Plans, Basingstoke and Deane Borough



3.12 The council's adopted SPDs are:

- Design and Sustainability (2018)
- Housing (2018)
- Landscape Biodiversity and Trees (2018)
- Parking Standards (2018)
- Planning Obligations for Infrastructure (2018)
- Heritage (2019)
- Four development brief SPDs for housing led site allocations at East of Basingstoke and Redlands, Manydown, Upper Cufaude Farm and Basingstoke Golf Course

3.13 At this stage in the process, the Local Plan Update objectives have not yet been drafted and therefore these will be considered further as part of later stages of the sustainability appraisal process. If the objectives indicate that the scope of the sustainability appraisal needs to be reviewed, additional information linked to the scoping stage of the appraisal process can be added.

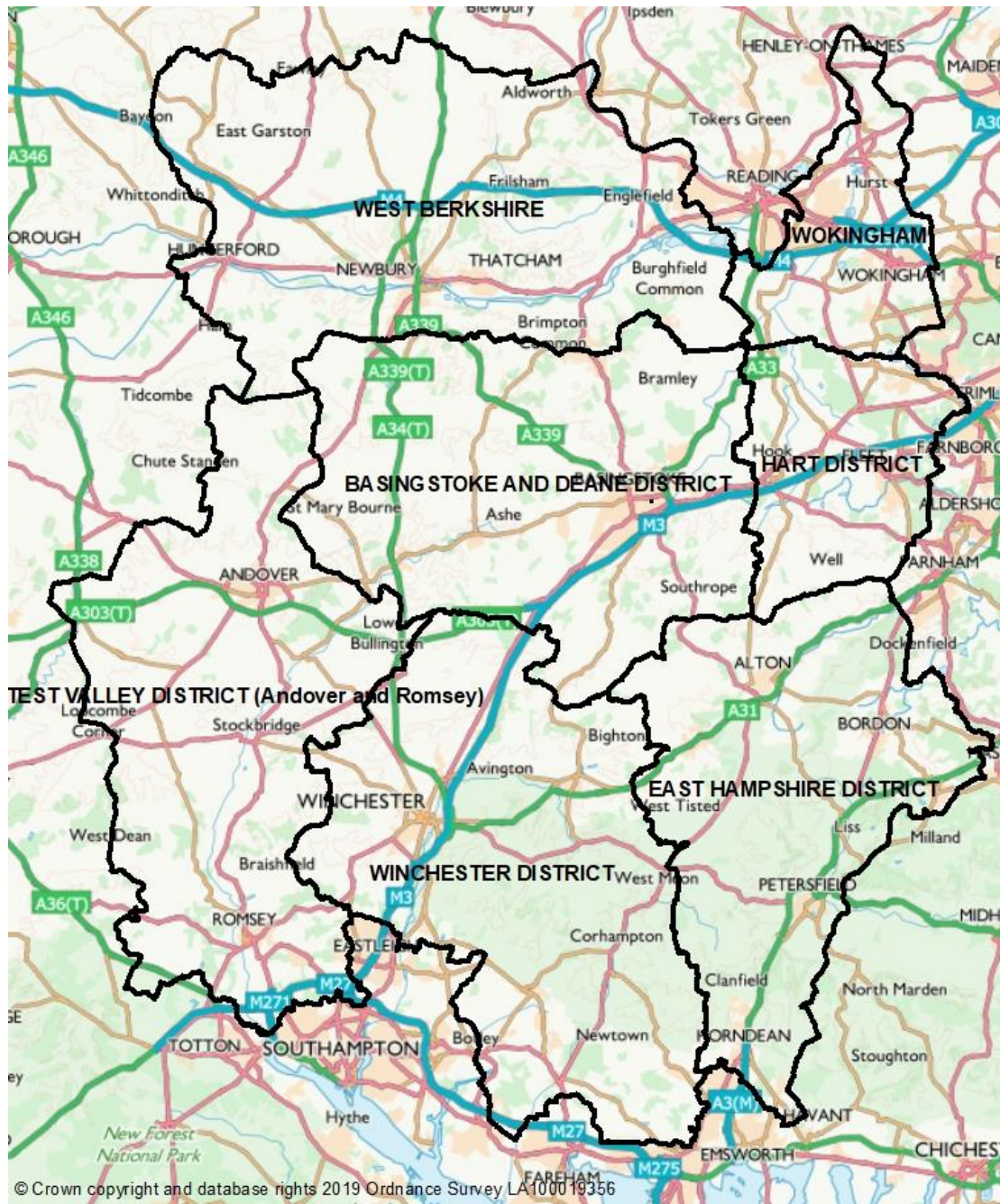
3.14 As is often the case, at the time of producing this Scoping Report, there are a number of potential changes to planning legislation and national planning policy being considered, some of which may fundamentally impact upon Plan making. This includes changes to the planning system generally, updates to the Standard Methodology for determining housing targets Housing Delivery

Test and an on-going refinement of the NPPF and Planning Practice Guidance (PPG). These changes may influence the approach to and content of the updated Local Plan, which results in a level of uncertainty moving forwards.

- 3.15 At a wider level, following the UK's recent exit from the European Union, the review of legislation (including environmental legislation) could also affect some of the assumptions made in this report. However, EU Regulations continue to have effect throughout the transition period, and initial indications are that existing EU environmental law will be implemented into UK legislation. At the time of finalising this report during the covid-19 lockdown, it is clear that this pandemic is likely to affect many of the issues covered, and some of the baseline data may change significantly over the coming months. This can be reviewed throughout the SA process as necessary.
- 3.16 Any change in legislation and policy will be taken into account throughout the SA process.

## 4 Overview of the Borough of Basingstoke and Deane

Figure 3: Location of Basingstoke and Deane in relation to neighbouring boroughs and districts, including strategic road network.



- 4.1 The borough is situated in north Hampshire bordering Berkshire. Basingstoke and Deane borough covers an area of over 63,000 hectares (245 square miles), and comprises the town of Basingstoke and a number of smaller towns and villages, set in extensive areas of predominantly rural land. Basingstoke is by far the largest settlement in the borough, the second largest settlement is Tadley on the northern borough boundary. Other notable towns

and villages that act as centres for the local population include Whitchurch, Oakley, Overton, Bramley and Kingsclere.

- 4.2 The borough is in close proximity to a number of cities and towns, including Winchester to the south; Andover to the west, Newbury and Reading to the north and Fleet to the east. The borough is bordered by six local authorities, namely Winchester District Council, Test Valley Borough Council, Hart District Council, East Hampshire District Council, West Berkshire and Wokingham Borough Council. Figure 3 illustrates the location of the borough relative to some of the surrounding settlements and local authorities. The strongest economic links beyond the borough are with west Berkshire, but functionally, the borough generally operates as a self-contained economic area, with a similar housing market area.
- 4.3 Less than 8% of the borough comprises built up areas, with 5.2% of the borough defined as manmade, 4.3% as multiple surfaces (manmade and natural surfaces, such as residential back gardens) and the remaining 90.3% as natural surfaces. The natural surfaces can be further broken down into agricultural land (57.9%), trees and woodland (17.3%), and other land in greenfield use (15.1%). Around 7.6% of the borough is covered by ancient woodland. Much of the western part of the borough falls within the North Wessex Downs Area of Outstanding Natural Beauty.
- 4.4 The borough comprises 29 Wards and more information on each of these areas is available in the Ward profiles, which are available via the council's website at: <https://www.basingstoke.gov.uk/ward-and-borough-profiles>. Following a review by the Local Government Boundary Commission for England (LGBCE) the ward boundaries are due to change (to be reduced to a total of 18 wards) at the next borough elections in May 2021.
- 4.5 The following chapters provide further baseline information grouped around the Horizon 2050 themes. Key policies and strategies identified in the context review are highlighted, in particular at a local level. In some cases there is overlap or inter-dependence between the topics covered under each of the themes (or the topics do not directly fit within one theme). Such information has not been covered in all sections to avoid duplication. Therefore it will be important to have regard to the information set out across all of the themes collectively.

#### *Duty to Co-operate and Geographical Scope of the Sustainability Appraisal*

- 4.6 The Duty to Co-operate places a legal duty on Local Planning Authorities, County Councils and public bodies to engage constructively, actively and on an on-going basis to maximise the effectiveness of Local Plans in the context of strategic cross-boundary matters<sup>11</sup>. Due to the nature of the borough, with Basingstoke Town as the dominant service centre with a rural hinterland, it is

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<sup>11</sup> Planning Practice Guidance

fairly self-contained in a number of respects, including the housing market, employment market and retail hierarchy. However, the council maintains an on-going dialogue and close working relationship with key bodies including neighbouring authorities, Hampshire County Council and the Local Enterprise Partnership, to consider relevant issues including meeting economic and housing needs as suitable. More specifically, particular issues that extend beyond the administrative boundary of Basingstoke and Deane include:

- International biodiversity designations including the Thames Basin Heaths SPA and the SAC's, SPA (and potential SPA) and Ramsar sites across the Solent.
- The nuclear installations and associated Emergency Planning Zones that extend into northern parts of the borough.
- Water issues, with River Basin Management Plans and different Water Companies' Water Resource Management Zones covering varying spatial areas.
- Gypsy and traveller site provision
- Infrastructure provision, including the strategic highway network

## 5 Homes and Housing

Key Documents/Sources
NPPF and PPG
Planning policy for Traveller Sites, DCLG, 2015
BDBC Adopted Local Plan 2011-2029
Housing Green Paper: a new deal for social housing (August 2018)
BDBC Council Plan 2020-2024
Horizon 2050
BDBC Housing and Homelessness Strategy 2016-2020 and consultation draft Strategy 2020-2024
Gypsy and Traveller and Travelling Showpeople Accommodation Assessment (GTAA) 2017
BDBC Housing Delivery Test Action Plan 2019
BDBC Strategic Housing and Economic Land Availability Assessments (annually updated)
Authority Monitoring Reports
Brownfield Land Register (annually updated)
Self Build Register
Housing Supplementary Planning Document (2018)
Design and Sustainability Supplementary Planning Document (2018)
Planning Obligations for Infrastructure (2018)

### *NPPF and PPG*

- 5.1 To meet the Government's objective of significantly boosting the supply of homes, the NPPF requires local plans to identify a sufficient amount and variety of suitable land that can be made available to deliver housing to meet local needs. A local needs assessment (using the standard method set out in guidance) based on household growth projections and affordability (the Strategic Housing Market Assessment, SHMA), will be used to establish a housing requirement figure for the plan period, alongside a Strategic Housing and Economic Land Availability Assessment (SHELAA) which sets out land which may have development potential. National planning guidance also requires housing provision to meet specific identified needs, and the 'Planning Policy for Traveller sites' sets out how travellers' housing needs should be assessed.

### *Horizon 2050 (H2050)*

- 5.2 H2050 recognises the need to plan for housing growth, to provide for local needs such as affordable and accessible housing, along with associated infrastructure. H2050 highlights residents' preferences for the location of new housing, with nearly a half believing new housing should be built in and around Basingstoke, nearly a third supporting new housing in and around existing rural communities; and/or by creating new towns or villages (29%). However, H2050 also acknowledges the tension between the desire to

provide new homes versus the reluctance of residents to support development on greenfield land. Where possible, previously developed land is to be prioritised, including regeneration.

*BDBC Council Plan 2020-2024*

- 5.3 H2050 is supported by the Council Plan, which includes amongst its priorities the shaping of high quality and sustainable communities, and the provision of well designed and built homes. It includes an aim for the updated Local Plan to strengthen current design, quality and sustainability policies. It also prioritises building on brownfield sites. The Council Plan recognises the need to provide a range of homes, including a choice of ownership and rental, as well as accessible and adaptable homes.

*BDBC Housing and Homelessness Strategy*

- 5.4 Basingstoke and Deane's Housing and Homelessness Strategy (2020 to 2024 consultation) identifies five key priority areas to deliver the Council Plan. Those relevant to the local plan are:

- Preventing homelessness
- Housing choice and quality
- Tackling climate change and future proofing housing
- Place shaping (area and environment)

*BDBC Adopted Local Plan 2011-2029*

- 5.5 The current adopted Local Plan includes a number of objectives relevant to the delivery of housing including:

- A focus on the provision of new housing within development sites around Basingstoke Town, with local level housing provision in other main settlements, and homes which respond to local needs in smaller settlements; and
- The provision of new housing which incorporates a mix of tenure, size and type to meet the borough's needs and enable accommodation for all, including older people and downsizers, smaller households, families, and resident gypsies and travellers.

- 5.6 The Local Plan provides for 15,300 between 2011-2029 through support for brownfield/regeneration opportunities, allocating greenfield sites to provide 7705 dwellings, enabling the delivery of new homes through Neighbourhood Planning and permitting some exception sites. Basingstoke Town is the main focus for growth over the plan period, with a number of allocations of varying size around the town. This includes a larger new development of 3,400 dwellings at Manydown, to the west of Basingstoke, which will also include new primary schools, community facilities, local shopping units, and healthcare, sports and leisure facilities including a country park.

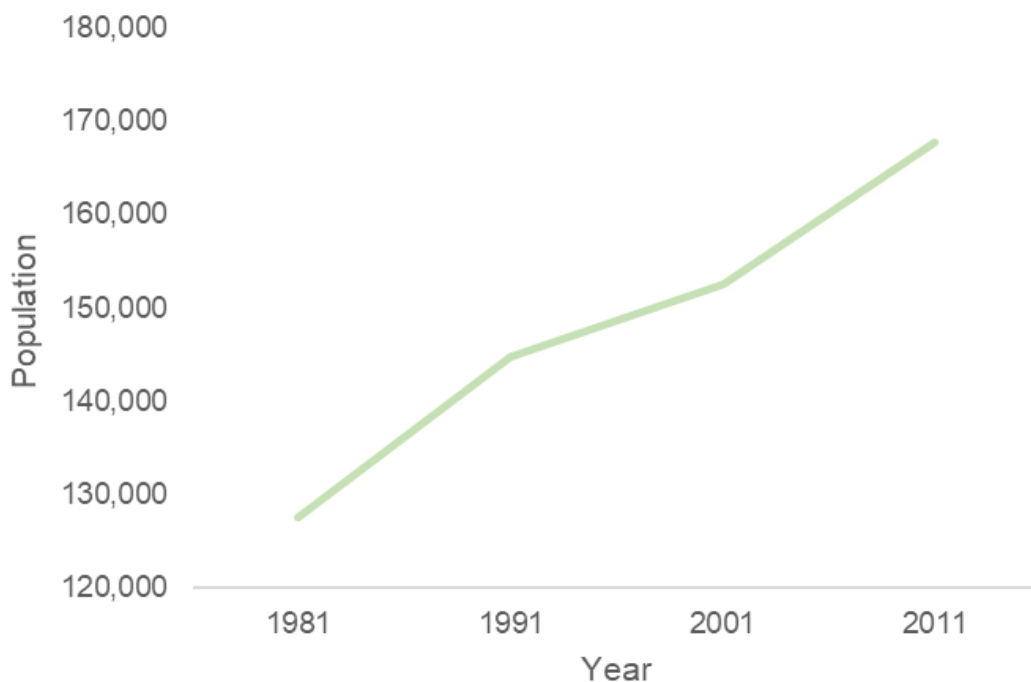
## *BDBC Housing SPD*

- 5.7 The council's adopted Housing SPD elaborates on the Local Plan policies, setting out the principles and proposals to ensure the delivery of a range of housing to meet local need, and to produce sustainable mixed communities and a balanced housing market.
- 5.8 The collection of baseline data ensures that the sustainability appraisal process is based on a sound evidence base and enables monitoring of any environmental or sustainability effects. Relevant data for the provision of housing includes demographics, housing stock, affordability, and specific housing needs, as well as recent performance of the BDBC Adopted Local Plan 2011-2029 in delivering a range of housing.

## **Demographics**

### *Population and population density*

Figure 4: Basingstoke and Deane population over time, 1981 – 2011 Census data.



- 5.9 In 2019 the borough population was estimated to be 176,580<sup>12</sup>. The population is projected to grow to 180,250 by 2043, an increase of 2.6% from 2018<sup>13</sup>. Additionally, in 2018, 114,880 residents lived within Basingstoke town, which was 65.4% of the total borough population. The population density of Basingstoke Town is 19 people per hectare but elsewhere across the borough the density is more varied, reflecting the difference between urban and rural

<sup>12</sup> ONS Mid-Year Population Estimates, 2019.

<sup>13</sup> Subnational Population Projections, 2018.

areas. Wards with the highest density represent the majority of the built up area of Basingstoke.

- 5.10 The number of births within the borough is usually higher than the number of deaths<sup>14,15</sup>. In 2018, there were 1,895 births, 59.2% of these births were to women aged 30 and over. The 2018 Total Fertility Rate within the borough (1.72) is lower than that of the South East (1.74) and higher than that of England (1.70).
- 5.11 With regards to changes in the total population of the borough over time, there is a continuing rise in the population of the borough projected into the future. This change will arise through a combination of both natural change (i.e. trends in births and deaths) and net migration. Based on projections for the 10 years from 2014-2024 (sub-national population projections) the majority of this change in population within the borough would arise from migration (within the UK)<sup>24</sup>.
- 5.12 Hampshire County Council Small Area Population Forecasts monitors the forecast change in population based on the location of future housing development, and shows that the change in population is not distributed evenly across the borough. The Wards showing the greatest increase in population generally represent those with significant residential development under construction or planned. Some of the Wards show a projected decrease in population, resulting from limited additional residential development combined with a reduction in household size.

#### *Migration*<sup>16</sup>

- 5.13 At the time of the 2011 Census, 89.3% of residents were born in the UK, and many of the remaining 10.7% had lived in the UK for 10 years or more (see Figure 5). However, Basingstoke and Deane is now more culturally diverse than ever before. The mix of UK-born and non-UK born residents varies across the borough, with non-UK born residents comprising 7% of residents in rural areas compared with 12% of residents in urban areas. The percentage of births to mothers born outside the UK has increased in recent years (23.1% in 2018)<sup>17,18</sup>

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<sup>14</sup> ONS Birth characteristicsUK, 2018.

<sup>15</sup> ONS Deaths registered by area of usual residence, UK, 2018.

<sup>16</sup> 2011 Census

<sup>17</sup> ONS parent's country of birth, 2018.

<sup>18</sup> 2011 Census

Figure 5: Length of residence in the UK, 2011 Census

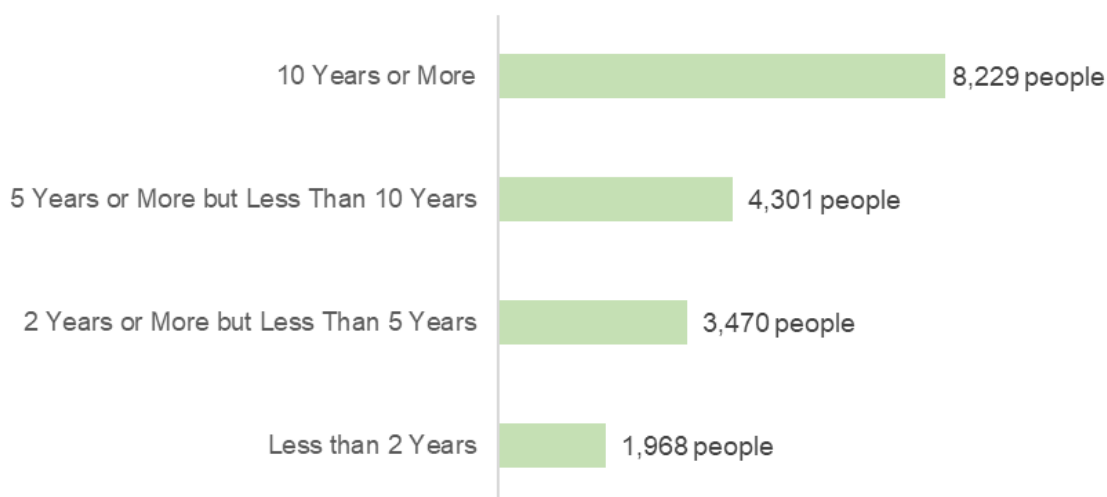
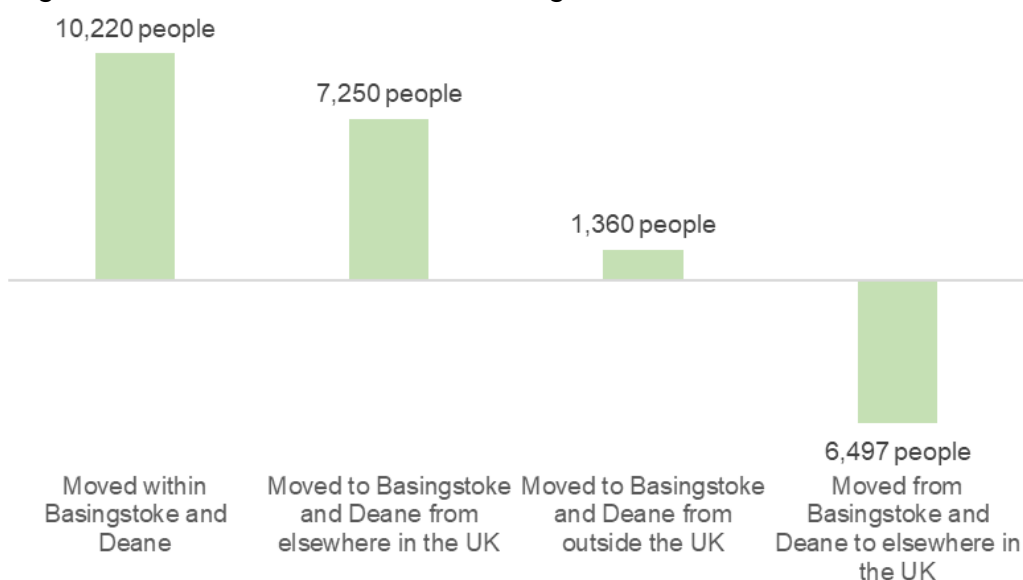


Figure 6: International and national migration, 2011 Census



### *Ethnicity*

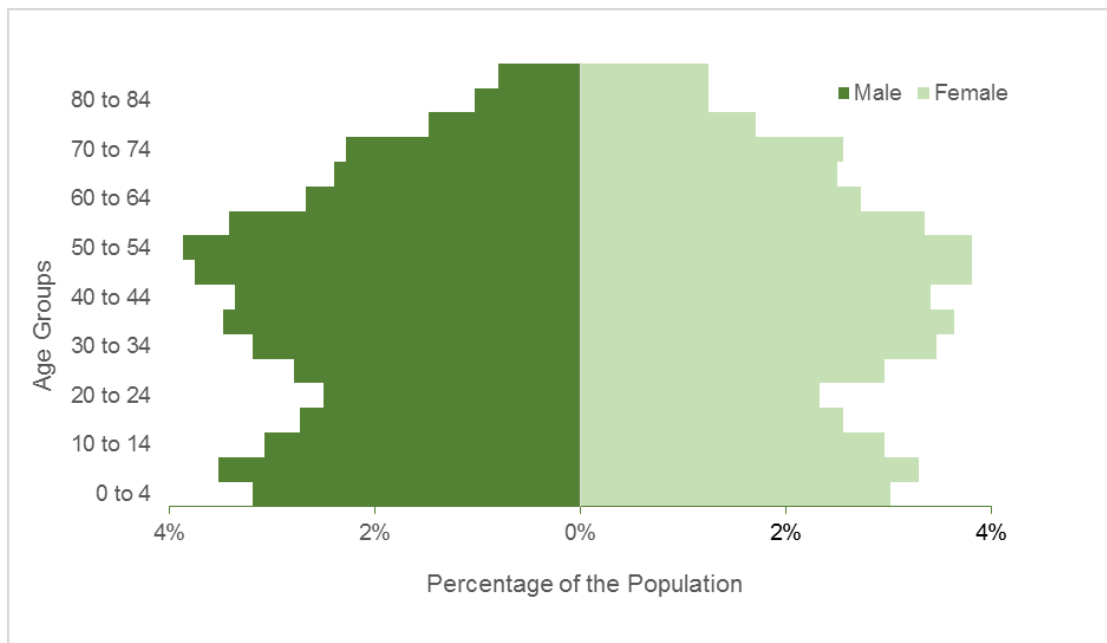
5.14 In 2011, 88.2% of the population was White British. Other ethnic groups made up 11.8% of the population. Younger age groups contain a more ethnically diverse population than older age groups. Of those aged 65 and over, 94.5% were White British, compared to 86.5% of those aged 0 to 15 years (2011 Census). Through the 2017 BDBC Residents Survey, 79% of residents agreed (and 1.4% disagreed) that their local area is a place where people from different ethnic backgrounds get on well together<sup>19</sup>.

<sup>19</sup> Basingstoke and Deane Borough Council Residents' Survey, 2019

*Age profiles incl. percentage of population over 65*

5.15 Figure 7 shows that the borough population is made up of approximately half males and half females. Below the age of 20, the percentage of males in the borough is slightly higher than females. Above the age of 65, the percentage of females is slightly higher than that of males. Almost a quarter (24.3%) of the population is aged under 20 (42,700 people) and 17.2% is aged 65 and over (30,200 people). Compared to the South East and England, the borough has a higher proportion of people under 20 and aged between 15 and 64 but a lower percentage aged 65 and over<sup>20</sup>. However, the borough's population has aged in recent years and this trend will continue into the future. In 2018, 17.2% of the population was aged 65 and over. By 2043, this is projected to be 24.0% (an increase of almost 13,040 people). The impact of the ageing population is hard to predict. It may lead to increased costs with increased health and social care requirements, and changing housing needs<sup>21</sup>.

Figure 7: Percentage of Basingstoke and Deane Population within each Age Group, NOMIS 2018.



*Number of households and household size*

5.16 The number of households is projected to increase from 72,610 in 2016 to 85,040 in 2041.<sup>22</sup> Average household size in 2011 was 2.40 people per household, which has declined from 2.45 in 2001 and is projected to continue to fall, reaching 2.30 by 2031. The fall in average household size will, in the long term, increase demand for housing. In 2011, almost 39.5% of

<sup>20</sup> NOMIS Population estimates - local authority based by five year age band, 2018

<sup>21</sup> ONS Subnational Population Projections, 2018

<sup>22</sup> ONS Household Projections, 2016 based.

households were occupied by married or civil partnership couple families. Over a quarter (26.4%) of households were lived in by those that live alone. 18% of households were occupied entirely by those aged 65 and over, with almost a third (31.3%) containing dependent children.<sup>23</sup>

## Housing

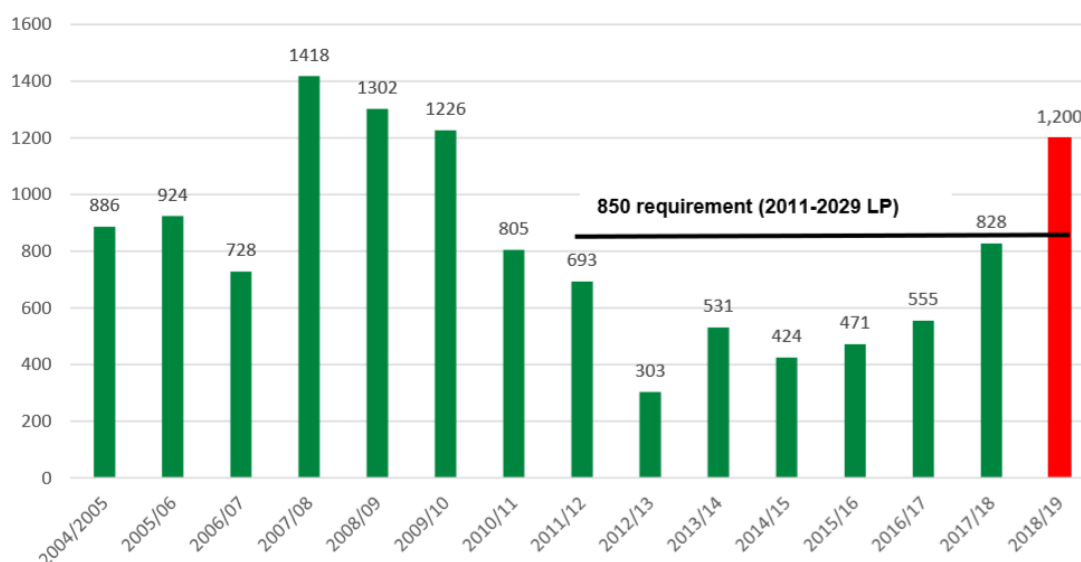
### *Number of dwellings – increase in stock*

- 5.17 Between 2019 and 2026 the number of dwellings in the borough is forecast to increase from 76,000 to 83,200.<sup>24</sup>

### *Net housing completions<sup>25</sup>*

- 5.18 The BDBC Adopted Local Plan sets out a housing requirement of 850 new homes each year over the plan period of 2011-2029. As illustrated in Figure 8 below, housing completion levels have varied significantly over the last fifteen years, with notable peaks in 2007-2010 and again in 2018-2020. Overall, however, delivery has fallen short of the required target and a shortfall has accumulated. The council’s Housing Delivery Test Action Plan (2019) sets out immediate measures to increase the amount of housing being built, reflecting the council’s proactive approach to addressing the current shortfall in housing delivery.

Figure 8: Net additional new dwellings between the Local Plan period starting from 2004/05, AMR 2019.



### *Tenure*

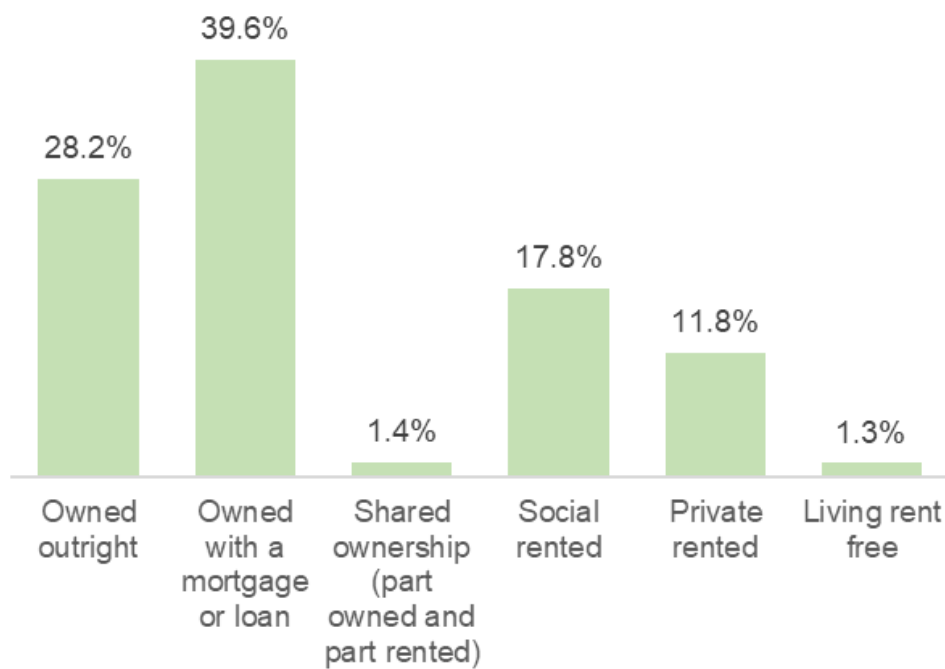
<sup>23</sup> 2011 Census

<sup>24</sup> Hampshire County Council Small Area Population Forecasts, 2019 based.

<sup>25</sup> AMR, 2018

5.19 The 2011 Census shows that the majority of households in the borough own their accommodation. Between 2001 and 2011 the percentage of households that owned their home with a mortgage declined by 18.8%, whilst outright ownership increased by 16.3%. A larger percentage of households lived in social rented accommodation than in the South East (13.7%) overall and similar to the England average (17.7%). The percentage of households living in private rented accommodation increased by 70.7% from 2001 to 2011. Shared ownership is a growing tenure amongst new housing developments. Figure 9 shows how the number of households is split by tenure.

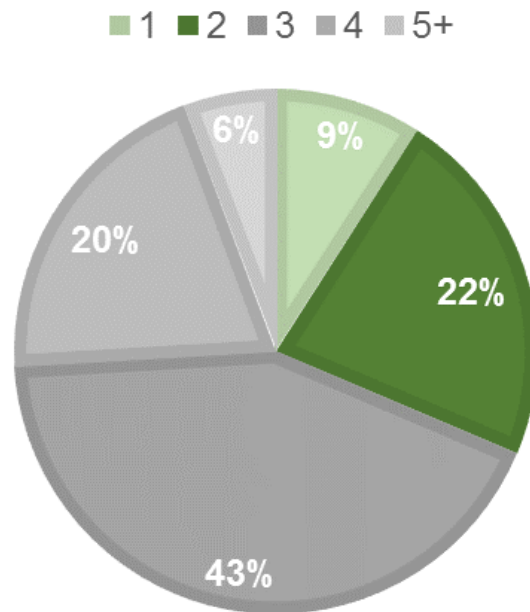
Figure 9: Basingstoke and Deane Tenure, 2011 Census.



### *Housing Mix*

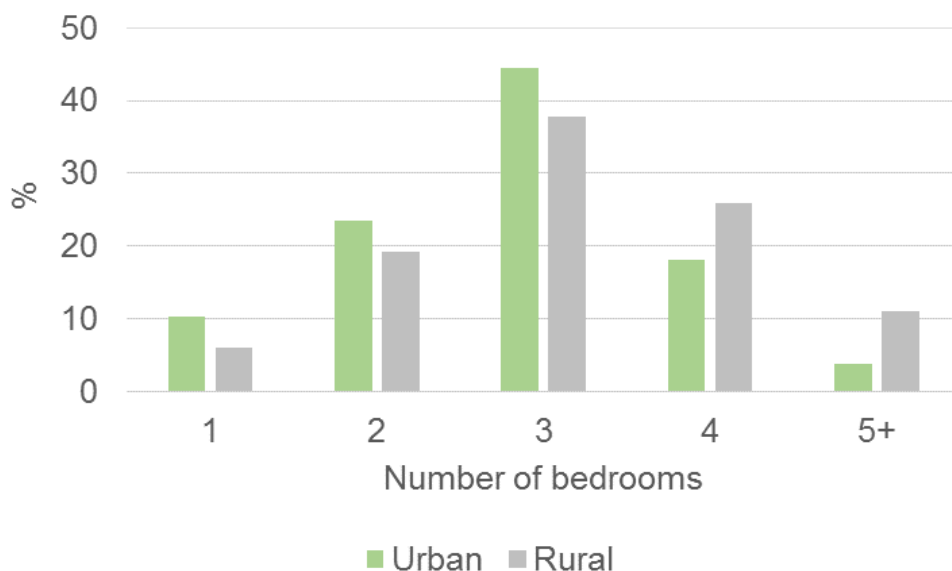
5.20 There is a mix of dwelling sizes across the borough. The 2011 Census identified that 42% of the households in the borough live in 3 bedroom homes and 31% of the households have two bedrooms or fewer.

Figure 10: Mix of dwelling sizes (number of bedrooms per household) in Basingstoke and Deane (Source: 2011 Census)



5.21 The existing housing stock shows a tendency for more 2 and 3 bedroom households in the urban wards of Basingstoke and Tadley, and more larger dwellings in the rural area.

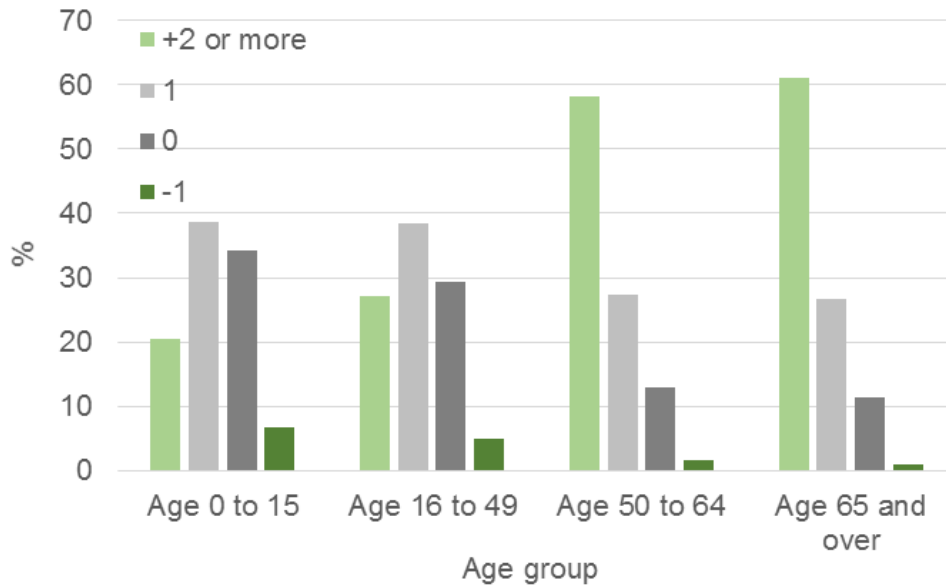
Figure 11: Comparison of housing stock in urban and rural wards, Census 2011.



5.22 Within the borough, there is currently a high level of under-occupation in the housing stock relative to Hampshire as a whole, particularly amongst older age groups. This indicates a need for policies to support down-sizing. The

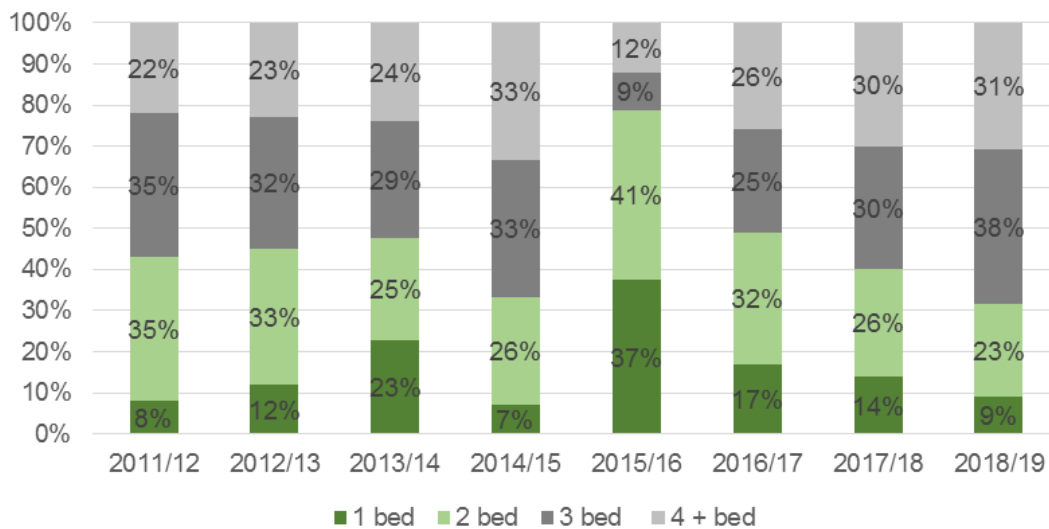
evidence indicates that there is a particular borough-wide requirement for homes with two or three bedrooms due to both the borough's ageing population, and the trend towards smaller households through life.

Figure 12: Proportion of population living in homes with more or fewer bedrooms than required for household size (+2 means 2 additional bedrooms), Census 2011.



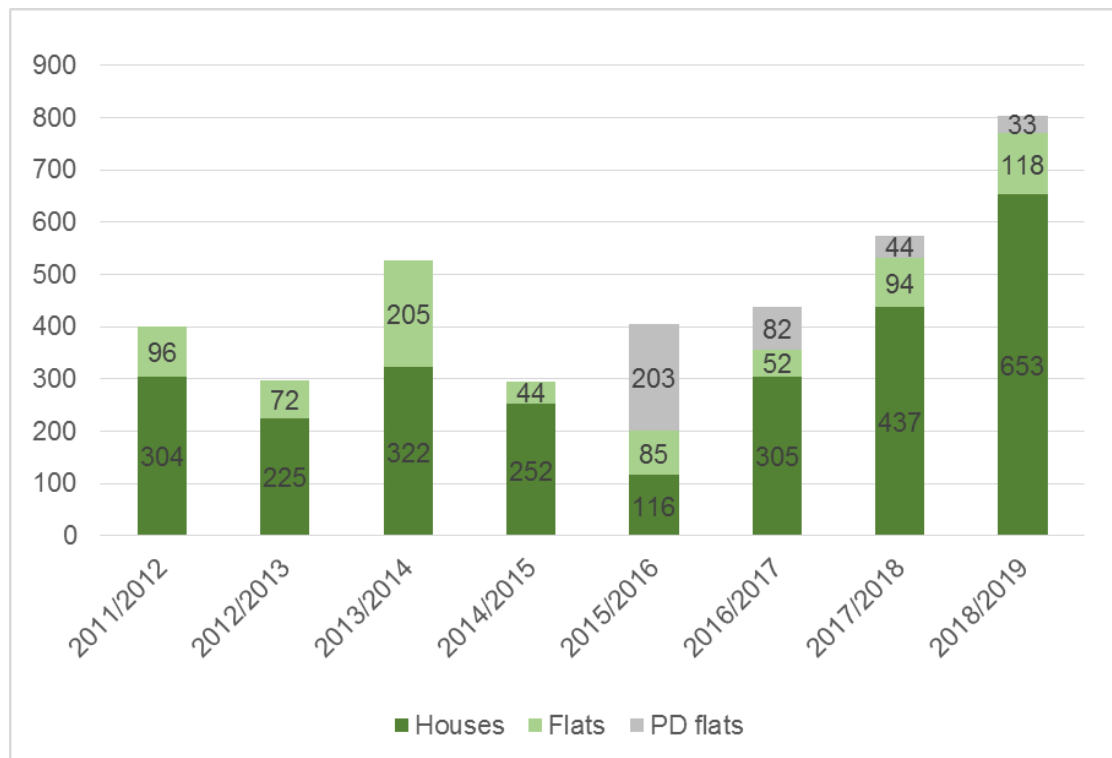
5.23 A mix of different sizes of market dwellings have been delivered over the adopted plan period, including a mix of houses and flats. The particularly high proportion of smaller units and flats in 2015/16 is a consequence of the high number of office to residential conversions that took place under permitted development rights in that year.

Figure 13: Percentage of market dwelling completions by number of bedrooms (net), AMR 2019.



5.24 Since the beginning of the plan period, 70% of the market homes have been houses and 30% have been flats. Almost half of the flats have been delivered through office to residential conversions with permitted development rights. Such conversions have contributed 365 units on 23 schemes.

Figure 14: Number of market housing and flats delivered from 2011-2012 to 2018-2019, showing the contribution of office to residential permitted development conversions, AMR 2019.



5.25 Figure 14 shows a reduced proportion of flatted development in the last two years. This reflects the delivery of the Adopted Local Plan's greenfield sites coming on stream, whose physical characteristics are generally more suited to the delivery of houses. There is also some evidence to indicate that the strength of the market for flatted properties in Basingstoke town centre is declining. However, flatted accommodation, particularly permitted development conversions, are able to provide lower cost entry to home ownership (than houses) and there are a number of schemes under construction that are expected to deliver new flats over the coming years.

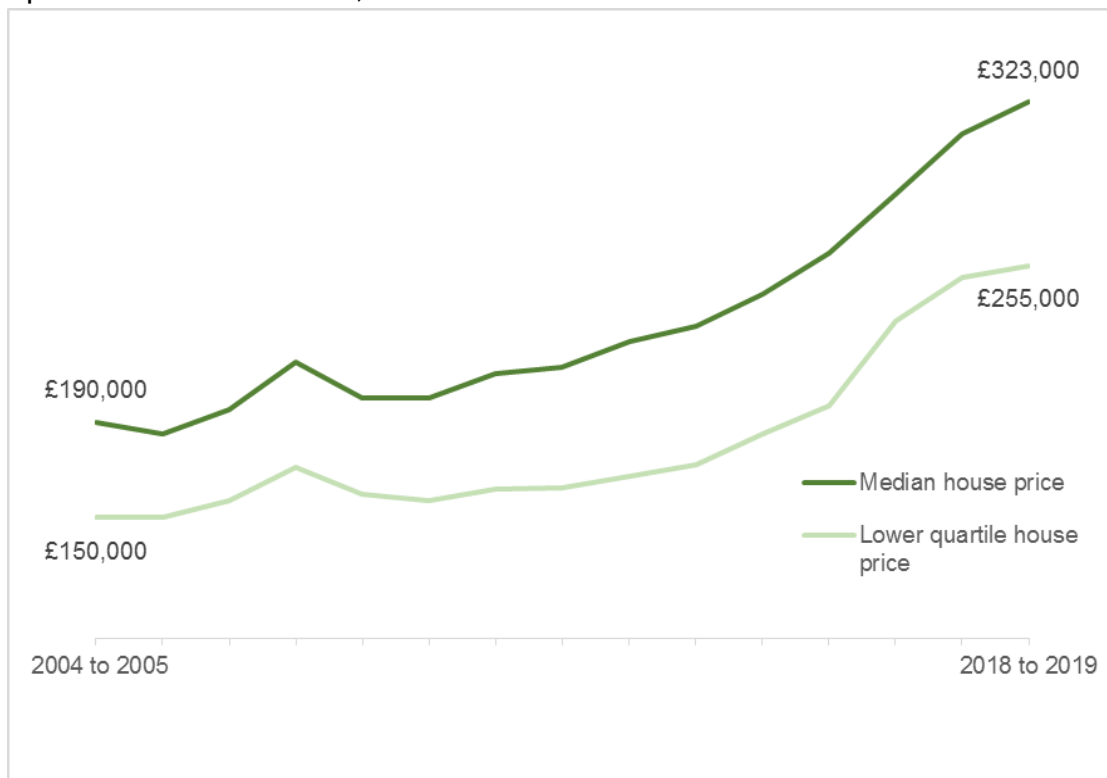
5.26 There have been concerns about the quality of the permitted development conversions that have taken place, as demonstrated by their poor ratings in the council's Building for Life Assessments (undertaken annually and included in the Authority Monitoring Report). Concerns include the fact that the units are frequently small, often have no external private amenity space, do not include affordable housing and do not provide contributions to mitigate their impact upon infrastructure.

5.27 The council introduced an Article 4 Direction to remove some permitted development rights that allow commercial buildings to be converted into homes without planning permission (which came into force on 1 October 2019). The Article 4 Direction was focussed on the council’s most important and established employment areas in Basing View, Chineham Business Park and Hampshire International Business Park. It does not restrict conversions under permitted development rights in other areas.

*Housing Affordability*

5.28 Median and lower quartile house prices in the borough have increased in recent years. The 2019 lower quartile and median house prices were above the South East figures of £240,000 and £320,000 respectively. See Figure 15<sup>26</sup>.

Figure 15: Basingstoke and Deane Median and lower quartile house prices April 2004 – March 2019, ONS 2019.

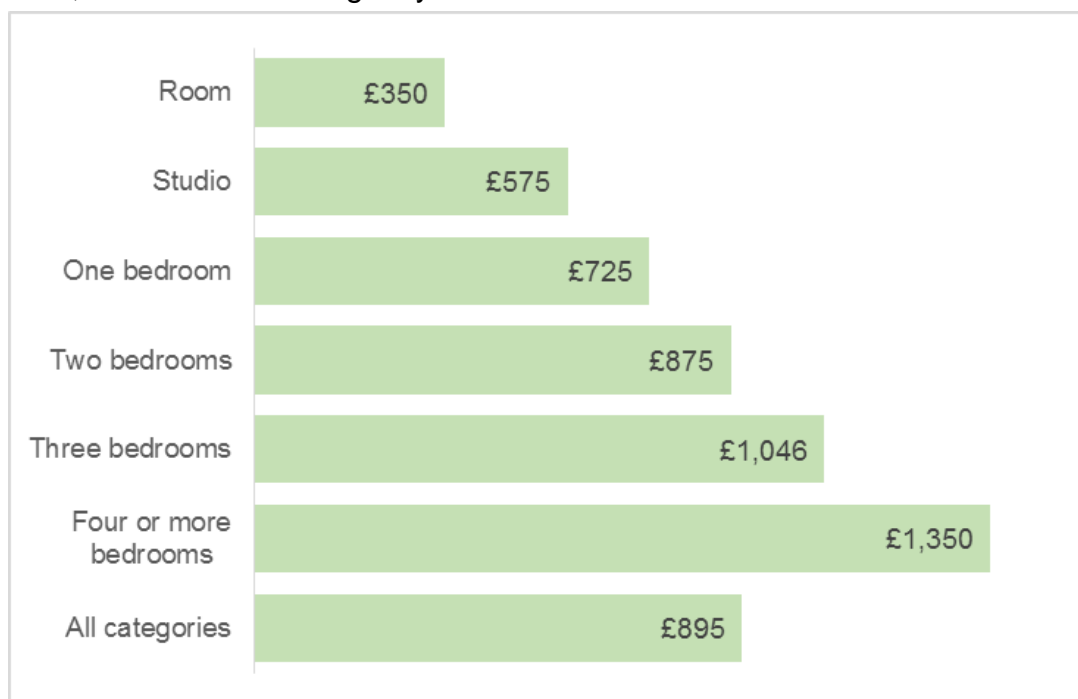


5.29 The lower quartile house price to lower quartile earnings ratio was 9.22 in 2016. This means that house prices cost more than nine times earnings for those likely to be entering the housing market. The median house price to median earnings ratio was 8.08. These were the third lowest figures across Hampshire districts. This shows that the borough is relatively more affordable than some parts of Hampshire but there remains a mismatch between

<sup>26</sup> ONS House Price Statistics for Small Areas, 2019

earnings and house prices<sup>27</sup>. Figure 16 sets out the average rental prices for a range of house sizes.

Figure 16: Basingstoke and Deane median monthly rent: April 2018 – March 2019, Valuation Office Agency<sup>28</sup>.



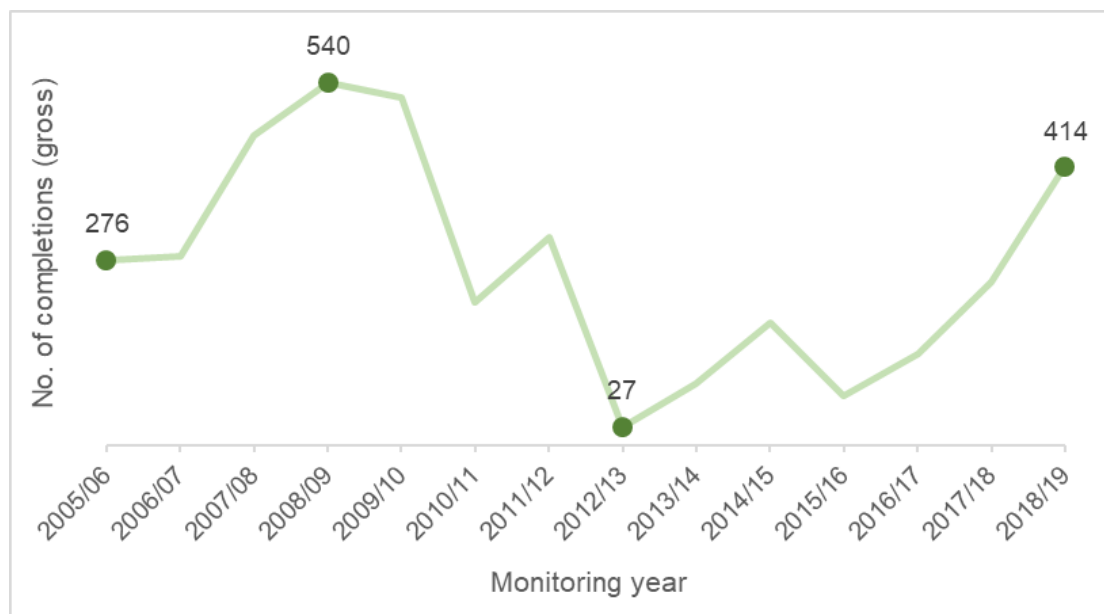
### *Affordable housing completions*

5.30 Affordable housing completions have fluctuated over the last fifteen years, reflecting overall housing delivery. While levels have been low over a number of years compared to the Housing Strategy target of 300 units, delivery has notably picked up over the last four years (see Figure 17). The Adopted Local Plan includes a requirement for qualifying new development to provide 40% affordable housing. The council has been successful in recent years in achieving 40% affordable housing on the majority of relevant schemes.

<sup>27</sup> ONS Ratio of house price to residence-based earnings (lower quartile and median), 2017.

<sup>28</sup> Valuation Office Agency – Private rental market statistics April 2018 – March 2019

Figure 17: Basingstoke and Deane gross affordable housing completions per annum: April 2005 to March 2019, AMR 2006-2019.



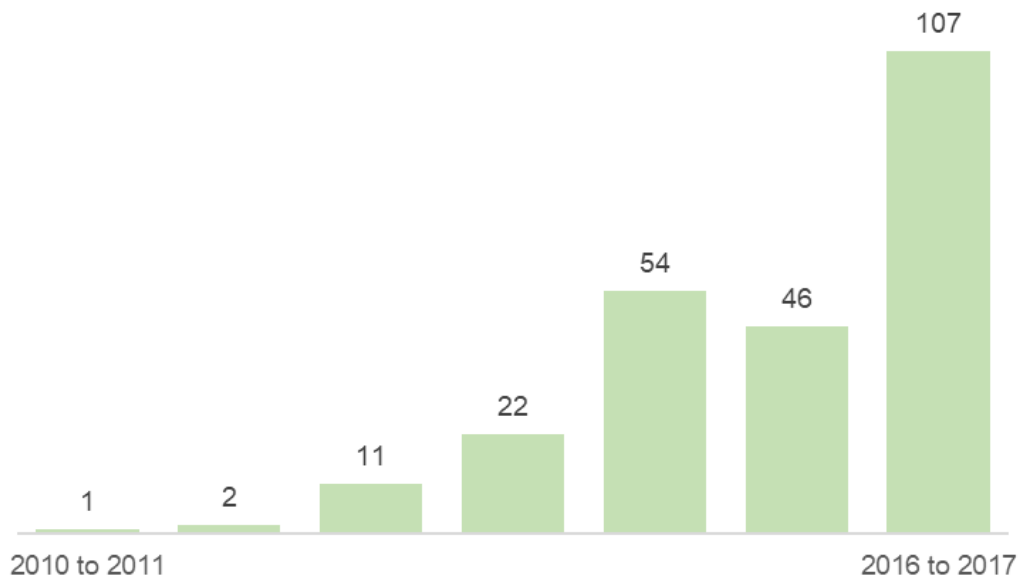
#### *Homelessness applications and acceptances*

5.31 The number of households accepted as being homeless has increased in recent years although this is now declining. The causes of homelessness are numerous and complex; many relate to relationships and given the nature of these issues it is important to highlight that there will always be a level of homelessness presented to the council, and this will fluctuate. There were around 15 people rough sleeping in the borough in November 2017 however this dropped to 8 in 2018 and dropped further to 5 in the most recent 2019 count. The number of households accepted as being homeless and in priority need stood at 107 during 2016/2017 (see Figure 18) but has since reduced, standing at 31 households being accepted as homeless at the end of 2019. This reduction in homeless households is primarily due to the introduction of the Homelessness Reduction Act 2017<sup>2930</sup>.

<sup>29</sup> DCLG Table 1 Street counts and estimates of rough sleeping in England, Autumn 2010 – 2017.

<sup>30</sup> DCLG Table 784: Local Authority Summary Local authorities' action under the homelessness provisions of the 1985 and 1996 Housing Acts (financial year) Local authority, 2010-2017.

Figure 18: Households accepted as being homeless and in priority need, DCLG 2017.



#### *Housing register*

- 5.32 At the close of the 2018/19 financial year there were 4251 households on the council's housing register, an increase from 2352 in 2016. This number comprises 2346 single people, 497 couples and 1408 total families. This trend has continued into the following financial year. In December 2019 there were 4671 on the register (3163 singles and couples, and 1508 families). From April 2018 to March 2019 a total of 823 properties were advertised through the register (of these 120 were affordable rent and 69 were sheltered housing / extra care accommodation).

#### *Rural housing*

- 5.33 Much of the borough is rural, comprising small settlements with limited opportunities for sustainable new housing. Policy CN2 of the Adopted Local Plan (further detailed in the BDBC Housing SPD), enables small scale housing developments where they meet certain criteria, and meet an identified local housing need for those otherwise unable to access the housing market. These schemes are predominantly affordable housing, but a smaller proportion of market housing will be permitted where it is essential to delivery. Two rural exception housing schemes totalling 24 dwellings have been permitted in the last 3 years.
- 5.34 Policy CN3 of the Adopted Local Plan seeks to ensure a mix of market housing, including housing to meet specific identified housing needs. This includes accessible/adaptable housing and self-build opportunities and housing for the elderly.

### *Accessible housing*

- 5.35 Given the ageing population of the borough, the specific needs of some disabled people, and local evidence, there is a requirement for homes with higher levels of accessibility and adaptability. Policy CN3 of the Adopted Local Plan seeks to ensure a mix of housing, including 15% as accessible and adaptable homes, in order to enable people to stay in their homes as their needs change. The council routinely uses planning conditions to require developments to deliver 15% adaptable and accessible homes.

### *Self-build and custom housebuilding*

- 5.36 Adopted Local Plan Policy CN3 and the Housing SPD support national guidance and legislation which seek to enable self-build opportunities. Within the Adopted Local Plan, the four largest housing-led development sites are required to deliver a proportion of self-build units. It is also recognised that self-build opportunities may also come forward on smaller sites, within Neighbourhood Plan allocations and on rural exception sites.
- 5.37 In line with national legislation and Policy CN3, the council maintains a register of those who are seeking to acquire serviced plots of land within the borough for their own self-build and custom housebuilding. Since the establishment of the council's self-build register in 2016, there has been strong interest in self-build opportunities, with 259 expressions of interest added to the register. 122 serviced plots of land for self-build or custom housebuilding have been secured for self-build and custom housebuilding in the past 3 years, which meets the council's requirement to address this need.

### *Housing for older people/specialist housing*

- 5.38 Policy CN4 of the Adopted Local Plan supports housing proposals for older people or specialist accommodation in order to address the trend for an increasing number of older people living in the borough. Further support for this is given in the council's Housing SPD. As detailed above, demographic projections continue to show that the borough's population will age – the population aged over 65 in Basingstoke and Deane is forecast to increase by 6,991 people 2018-2029 such that by 2029 will make up 23.1% of the borough's population<sup>31</sup>. Those considered to be of an older age have a diverse range of housing needs, aspirations and incomes. It is therefore important to deliver a range of different housing for older people, both in the social and private sectors and including specialist accommodation. Within the last three years, planning consent has been granted for 24 specialist care units that allowed independent living for people with disabilities, along with a 120 bedroom care home in Tadley, and a 70 bedroom care home, 28 bedroom specialist care facility and 40 retirement living apartments in Basingstoke.

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<sup>31</sup> ONS Subnational Population Projections, 2018

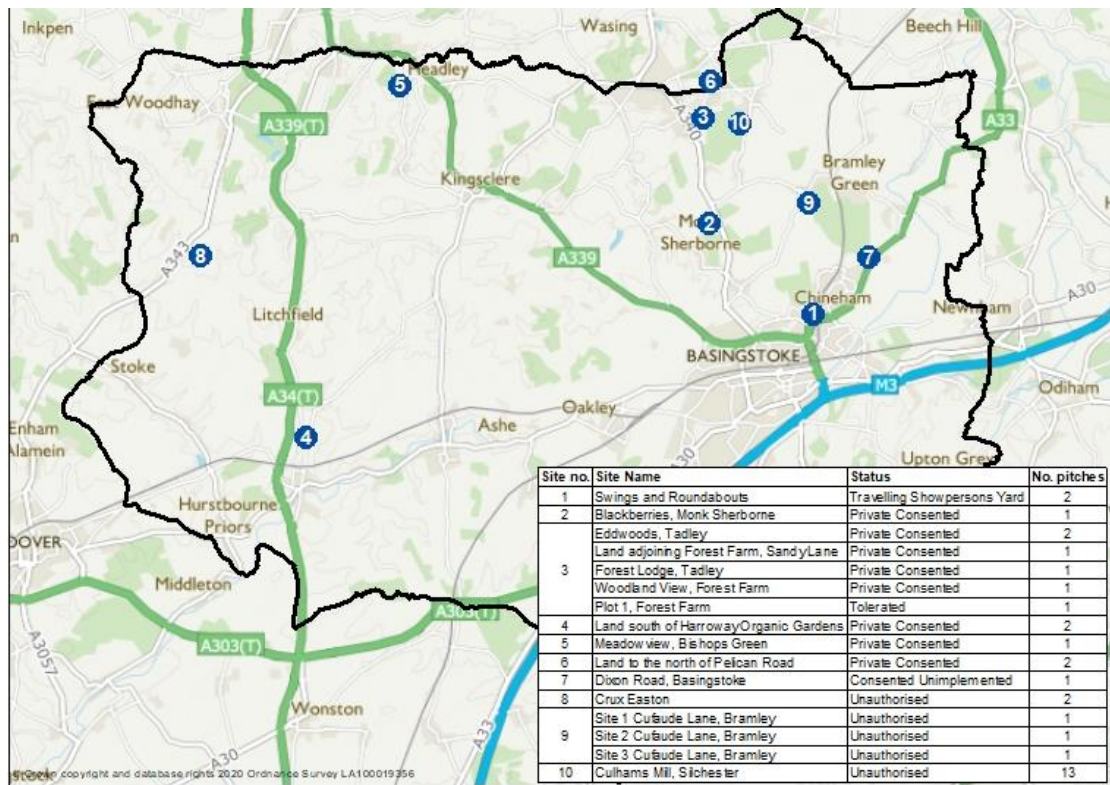
## *Gypsies and Travellers*<sup>32</sup>

- 5.39 The BDBC Adopted Local Plan 2011 – 2029 contains a specific policy in relation to gypsy and traveller pitch provision, Policy CN5. This makes reference to the council needing to make provision for 16 pitches over the plan period, based on the Gypsy and Traveller Needs Assessment (GTNA) published in 2015. However, owing to a change in the definition of gypsies and travellers at national level, the council commissioned an updated GTAA, completed in 2017, which set out that the level of need in order to meet the new definition amounted to 8 pitches up to 2029.
- 5.40 The council's strategy for pitch provision is also set out in Policy CN5, namely that pitches will be provided on the 4 largest strategic housing allocations. The policy also contains a set of criteria by which proposals for pitches on other sites (i.e. aside from the housing allocations identified in the policy) will be considered. Currently there is a need for 5 more pitches to be provided up to 2029 (3 before 2024 and 2 between 2025 and 2029). There is supply in the pipeline which is likely to be available in order to meet this requirement, with 5 pitches proposed on Manydown (17/00818/OUT) and 1 on the Basingstoke Golf Course site (19/00971/OUT). Both applications are likely to be determined in 2020.
- 5.41 In preparing the Local Plan Update the council will be commissioning an updated GTAA. This will produce a revised need calculation for the next 15 year period, and will take into account the latest interpretations of relevant policy and legislation, particularly around equalities issues, and consider need issues pertaining to the borough in light of relevant recent appeal decisions. The revised GTAA will also reflect any changes in the level of need owing to the creation of new traveller sites within the borough. All of the factors listed above may result in a higher level of need than is currently the case, which will then be addressed through the course of preparing the Local Plan Update.
- 5.42 Unauthorised encampments have been a long-standing problem in the borough. This relates to short-term encampments by local travellers rather than transit sites. Consequently, since the current Local Plan was adopted, the council has been granted an injunction (for 5 years) against the setting up of unauthorised encampments within the urbanised area of Basingstoke town, as well as the outlying areas of Bramley, Silchester, Tadley Common and a small parcel of land at Stratfield Turgis.

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<sup>32</sup> Gypsy, Traveller and Travelling Showpeople Accommodation Assessment, 2017

Figure 19: Indicative location of Gypsy and Traveller sites and yards in Basingstoke and Deane.

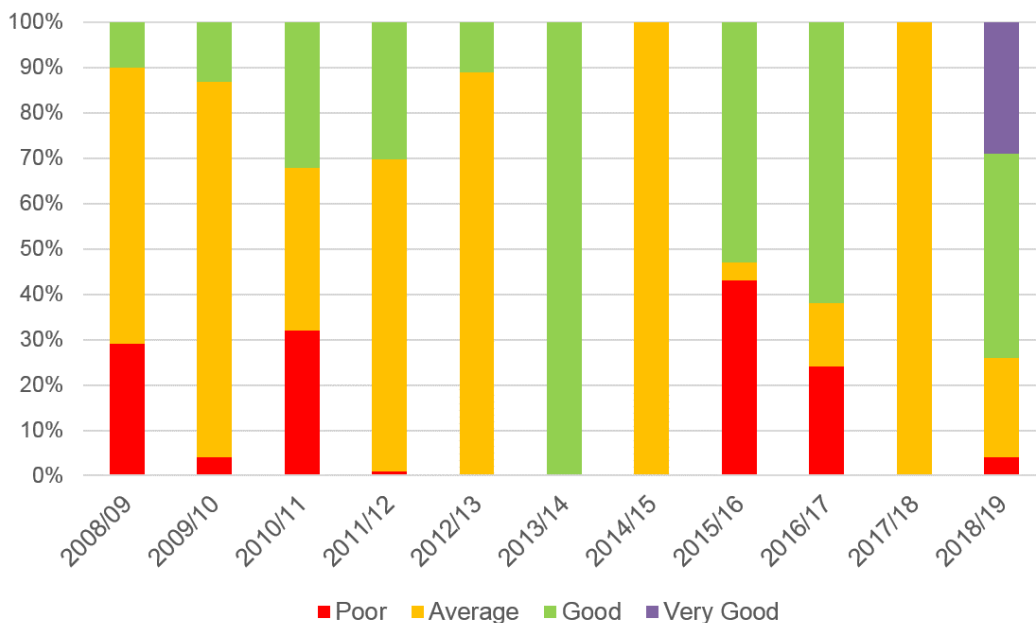


### Design Quality and Sustainability

- 5.43 Policy EM10 of the Adopted Local Plan, and a number of SPDs (Design and Sustainability, Parking, and Landscape, Biodiversity and Trees) seek to achieve high quality, sustainable development. In terms of SPDs, The Design and Sustainability SPD is particularly significant in this regard as it includes specific sections concerning the design requirements for new homes, and sets out amenity standards. The Design and Sustainability SPD also emphasises the importance of high quality urban design for supporting sustainability objectives, for example by making urban areas better places to live in order to support sustainable patterns of development and through improving the sustainability standards of housing.
- 5.44 The National Design Guide reinforces the approach taken in the Design and Sustainability SPD, in particular the linkages between well designed homes and sustainability. It stresses that well-designed homes and buildings are functional, accessible and sustainable and that they need to provide internal environments and associated external spaces that support the health and well-being of their users. It also stresses that well designed homes and buildings are efficient and cost effective to run, and help to reduce greenhouse gas emissions by incorporating features that encourage sustainable lifestyles. They maximise natural ventilation, avoid overheating, minimise sound pollution and have good air quality.

5.45 In terms of specific information about design standards of new homes in the borough, the council uses the Building for Life Assessments to monitor the quality of larger development schemes. Figure 20 shows that there has been an overall improvement in Building for Life ratings since 2008/09 when the monitoring of the design quality of large housing sites was first undertaken. However, the goal of policy EM10 is to achieve high quality design as a minimum, and it is clear from the graphs that a sizeable proportion of development is still not meeting such standards. In large part the poor ratings are a reflection of a considerable number of units coming forward via converted offices. As these are delivered on the basis of permitted development rights rather than through planning applications, the council has no control of the design standards in such instances. The council has now made an Article 4 Direction which pertains to the 3 most important office focused employment areas (Basing View, Chineham Business Park and Chineham International Business Park) which will hopefully help to reduce the provision of such poor quality accommodation. However, offices outside of those locations may still be converted and hence there is still a concern about more sub-standard accommodation being provided. This emphasises the need to improve the living environment within the borough's settlements (as such residents will be more dependent on public open spaces etc.) and the need to ensure that the standard of development which the council can control is as high as possible.

Figure 20: Summary of Building for Life ratings 2009-2019



### Overview of likely trends without an update to the Local Plan

5.46 The current adopted Local Plan makes provision for 15,300 additional dwellings across the borough between 2011 and 2029 but there is a need to make provision beyond then and ensure sufficient housing land supply. In the absence of a 5 year housing land supply (currently the case), certain policies

within the Local Plan that direct the location of new development are out of date and there is a presumption towards sustainable development.

Constraints on land/housing supply will affect housing delivery, including the provision of affordable housing and the affordability of housing. It is likely that covid-19 will affect the housing market and delivery of all housing, which will need to be addressed through the Local Plan Update.

- 5.47 In order to address projected changes to the demographics of the population and household size, specific identified housing, social and healthcare needs will need to be addressed through policy and site allocations to ensure that provision meets current and future needs. In the absence of a GTAA and a policy response in the Local Plan, there will be no provision for gypsies, travellers and travelling showpeople potentially resulting in unauthorised encampments.
- 5.48 Recent conversions of offices to dwellings has resulted in the provision of poorer quality accommodation, hence an identified need for enhanced design policies and the retention of policy to ensure an appropriate mix of housing types and sizes is provided.

#### **Summary of baseline data and key issues for Homes and Housing**

- The population of the borough is expected to increase by nearly 19% (2014-2039) and this, together with a decreasing household size will increase the need for housing
- Housing delivery has fallen short of its target between 2011 and 2018 but since then has exceeded its target. This trend is reflected in the delivery of Affordable Housing
- House prices remain high with a significant mismatch between earnings and house prices. Numbers on the housing register indicate a high need for affordable housing
- The borough has an ageing population (by 2029, 21% of the borough's population will be aged over 65) with associated housing, health and social care requirements
- There are specific identified housing needs including rural housing, accessible/adaptable accommodation, specialist housing for those with care needs, self-build/custom build opportunities, and provision for gypsies and travellers
- There have been some poorer quality developments, particularly where offices have been converted to dwellings. There is a need for continued improvement in the design, build quality and sustainability of new housing

## 6 Healthy, safe and inclusive communities

Key documents / sources
NPPF and PPG
BDBC Adopted Local Plan 2011-2029
BDBC Council Plan 2020-2024
MHCLG Indices of Deprivation
Safer North Hampshire Strategic Assessment & Partnership Plan 2018/2019
BDBC Green Infrastructure Strategy 2018
BDBC Strategic Plan for Sport and Recreation to 2025
Leisure and Recreation Needs Assessment 2008
BDBC Built Sports Facility Strategy 2015-2025
Playing Pitch Strategy
Shared Plan to Improve Health and Wellbeing in Basingstoke and Deane 2016-2020
BDBC Equality and Diversity Information 2020
BDBC Community Investment Framework 2017
BDBC Community Buildings Strategy Version 2 (2017)
Design and Sustainability Supplementary Planning Document (2018)
BDBC Culture Strategy (2017)
BDBC Planning Obligations for Infrastructure (2018)
BDBC Infrastructure Delivery Plan 2017

### *NPPF and PPG*

- 6.1 The NPPF and PPG require planning policies to promote healthy, safe and sustainable communities by enabling social interaction, designing places that are safe and accessible to minimise crime, and encouraging healthy lifestyles. Local policies should therefore aim to ensure retention/provision of community facilities and services including sports facilities, open space, social meeting places, places of worship, and consider the role and location of new development in this respect. Regeneration should be supported for its social, economic and environmental benefits. National guidance is giving increased emphasis to the importance of high quality design through documents such as the National Design Guide and work of the Building Better, Building Beautiful Commission.

### *Horizon 2050 (H2050)*

- 6.2 The H2050 vision is for strengthened local health and social care services as well as a major hospital facility, complemented by quality sports, leisure, cultural and community facilities. There is a high level of safety satisfaction in the borough. However, feeling safe is valued by residents and there are known crime and anti-social behaviour issues that need to be addressed. There is a desire for inclusive and cohesive communities, and the integration of new communities as the population grows. H2050 concluded that residents

believe that larger community facilities should not be provided at the expense of local ones, with the need to retain the balance of high-quality but sufficiently local activities.

*BDBC Council Plan 2020-2024*

- 6.3 The Council Plan prioritises supporting local communities through regeneration and support for facilities that will encourage community cohesion. It also seeks to maintain and improve the existing high quality provision of leisure and sports facilities. Improving safety is a clear ambition in the Council Plan, through a number of means: reducing anti social behaviour, supporting the police to fight crime, and supporting the vulnerable. The Council Plan has an ambition to improve the health and wellbeing which will require partnership working. It supports the delivery of a new hospital in Basingstoke. It identifies the need to work with Hampshire Hospitals NHS Trust, the Clinical Commissioning Group, and other partners to develop plans, including the provision of a research centre and health satellite education centre.

*BDBC Adopted Local Plan 2011-2029 and Design and Sustainability SPD*

- 6.4 The retention and improvement of essential facilities and services is a key issue, particularly for residents outside Basingstoke Town, and one that has been consistently raised by residents through consultation. They are important to the sustainability of local communities as well as for social inclusion and the rural economy.

*Infrastructure Delivery Plan*

- 6.5 The Infrastructure Delivery Plan of the Adopted Local Plan 2011 to 2029 identifies £31 million strategic sports and leisure investment in addition to site specific investment as part of housing development. This investment has been identified for artificial turf pitches, indoor sports halls, enhancements to Down Grange and investment swimming provision linked to development planned up to 2029.

*Community facilities*

- 6.6 Consultation as part of H2050 found that residents believe that larger community facilities should not be provided at the expense of local ones and the need to retain the balance of high-quality but sufficiently local activities.
- 6.7 For the purpose of the council's Community Buildings Strategy, community buildings include community centres, village and parish halls, community schools and church halls. Basingstoke and Deane is currently served by 92 such community facilities . Twenty five buildings are community centres owned by the council and leased to community associations. The number of visits to these centres alone is over 715,000 per year; it is reasonable to

assume that visits to all community buildings in the borough easily exceed 1 million<sup>33</sup>.

- 6.8 Community Centres and Village Halls play an increasingly important role in bringing local communities together. With over 20 community centres and 60 Village Halls there's no shortage of community based activities in Basingstoke and Deane. Playgroups, study groups, scouts and guides, martial arts and yoga take place within easy walking distance of home. The versatility of these buildings permits a wide range of uses. The council's Community Buildings Strategy provides a framework to guide decisions on whether new facilities should be provided or what the priority for investment in existing facilities should be. As the borough's population grows and the community infrastructure needs to change, it is essential to take a strategic view that ensures the right facilities are in the right locations to meet community need, and that they offer value for money for their relevant community.<sup>34</sup>
- 6.9 The council encourages all local communities in the borough to get involved in shaping their local areas. It is supporting communities across the borough's towns and villages to develop their own community-led plans<sup>35</sup>.

#### *Leisure and culture*

- 6.10 The borough has a wide range of cultural and leisure attractions, a number of which have links to tourism attractions and heritage assets. Historical assets include The Vyne, Highclere Castle, Stratfield Saye House and Basing House<sup>36</sup>. Museums within the borough include the Milestones Museum, the Willis Museum and Sainsbury Gallery, and Whitchurch Silk Mill<sup>37</sup>. There are theatres in the centre of Basingstoke Town including The Anvil, Haymarket Theatre, and Central Studio, as well as cinemas, one in the town centre and one at the leisure park. There are also 7 libraries across the borough, Basingstoke Discovery Centre, Chineham Library, South Ham Library, Tadley Library, Kingsclere Library, Overton Library and Whitchurch Library however, Hampshire County Council reports that nationally there is a declining demand in book issues and that the demand for library services is changing<sup>38</sup>. The main public leisure centres are found within Basingstoke, with around 90 other sporting facilities in the borough.

#### *Green Infrastructure*<sup>39</sup>

- 6.11 The latest version of the council's Green Infrastructure Strategy was published in 2018 and covers the period from 2018 to 2029. Green Infrastructure (GI) can include a variety of types of space, many of which provide multiple

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<sup>33</sup> Community Buildings Strategy Version 2 (2017)

<sup>34</sup> Community Buildings Strategy Version 2 (2017)

<sup>35</sup> <https://www.basingstoke.gov.uk/communityplans>

<sup>36</sup> <https://www.basingstoke.gov.uk/local-history>

<sup>37</sup> <https://www.basingstoke.gov.uk/museums>

<sup>38</sup> Hampshire Strategic Infrastructure Statement, 2017.

<sup>39</sup> BDBC Green Infrastructure Strategy 2018-2029

benefits, including links to biodiversity, access to green space (with potential health and well-being benefits) and, in some cases, supporting the local economy. Green Infrastructure is presented in full in Chapter 7 on the Natural Environment.

### Sports

- 6.12 The Sport England Active Lives Survey (May 2017/18) highlighted levels of activity and sport and physical activity participation in the borough and enabled comparison to England and the wider South East region<sup>40</sup>. Levels of activity in the borough can be seen to be slightly above regional and national averages.

Table 3: Activity and participation in sport / physical activity in Basingstoke and Deane, the South East and England, Sport England Active Lives Survey 2017/18.

<b>Levels of activity (active lives survey May 2017/18)</b>			
	Inactive <30 mins/week	Fairly Active 30-149 mins/week	Active 150+ mins/week
England	25.2%	12.5%	62.3%
South East	22.3%	12.5%	65.2%
Basingstoke and Deane	20%	12%	68%

	England	South East	Basingstoke and Deane
Participate in any sport and/or physical activity in the last year (active lives survey May 2017/18)	94%	95.5%	97%
Participate in the last 3 months (active lives survey May 2017/18)	94.9%	95.9%	96%

- 6.13 Basingstoke and Deane has a successful and strong reputation for sport and leisure. With the council's involvement, an ambitious leisure facilities programme has been delivered over the past 20 years including the provision of the Aquadrome; Tadley Swimming Pool, Barlow's Park Football Complex, Winklebury Football Complex, the Active Life Centre and Everest community sports facilities. Significant capital improvements have also been achieved at Basingstoke Sports Centre and Down Grange Sports Complex. With other major facilities such as Basingstoke Indoor Tennis Centre and Basingstoke Golf Centre and a wide range of more local provision, the borough has a stock of attractive, high quality and 'market competitive' sports facilities. The council wants to build on this success as it plans for the next 15 years in order to meet the council's vision for the borough which was adopted in the Strategic Plan for Sport and Recreation 2012-2025. The sports sector in Basingstoke

<sup>40</sup> <https://www.sportengland.org/research/active-lives-survey/>

and Deane also has an established reputation for promoting participation and social inclusion through the implementation of physical activity and sports programmes<sup>41</sup>.

- 6.14 The council's Built Sports Facility Strategy and Playing Pitch Strategy summarise the outcomes of the Leisure and Recreational Needs Assessment. The strategies present the needs and projected demands for a number of sport facilities within the borough, which is summarised in Table 4 below.

Table 4: Provision and quality of sports facilities within Basingstoke and Deane.

<b>Sports Facility</b>	<b>Provision and quality</b>
Swimming Pools	No pressing need, projected to be unmet demand by 2029 due to population growth. Most facilities are assessed as requiring improvement in terms of quality. Some are classed as poor.
Sports Halls	Unmet demand which will rise to a need for 2 sports halls by 2029. Current facilities are generally good to excellent quality with some in need of improvement.
Health and Fitness Gyms	Provision of facilities meets needs. Most provision is in the town centre which serves the majority of the borough's population but has led to poor accessibility in the west of the borough. 4 sites are rated excellent for quality, 5 good and 2 poor.
Athletics	High quality and catchment extends beyond the borough. Lack of entry level training facilities.
Gymnastics	Excellent facility, poor parking provision.
Martial Arts and Combat Sports	Good to excellent quality facilities. Popular sport with pressure on capacity due to high participation.
Indoor Tennis	No need for additional courts up to 2025.
Indoor Bowls	Two facilities, one excellent quality, one poor. The number of facilities is sufficient to meet demand.
Squash Courts	Adequate quantity of courts to cater for future demand. Quality ranges from excellent to poor but with good accessibility.

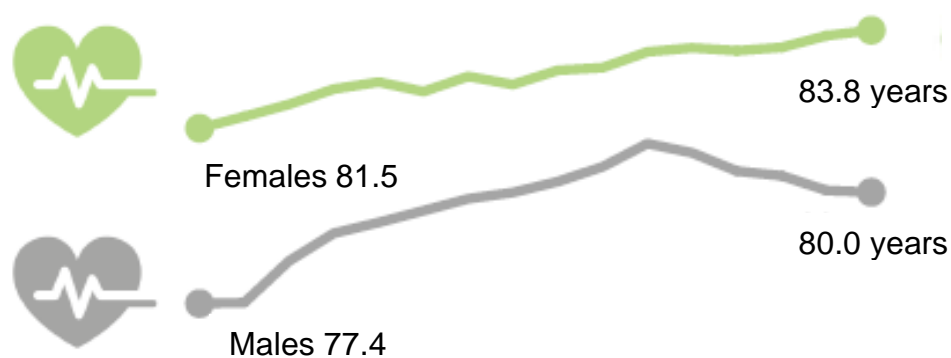
<sup>41</sup> BDBC Built Sports Facility Strategy 2015 – 2025

Ice Rink	Private facility offering ice skating, ice hockey and figure skating. Poor quality requires investment.
Golf	Adequate quality and quantity for foreseeable future.
Multi-sport Leisure Complex	Need to prepare for future provision of a new complex.

### Health and wellbeing

6.15 Life expectancy is the number of years that a person can expect to live, on average, in a given population. Male life expectancy at birth for 2016 to 2018 is lower than it was from 2009 to 2017. It is also consistently lower than female life expectancy (see Figure 21). Once a resident reaches the age of 65 years, overall life expectancy is 86.4 years for females and 84.1 years for males<sup>42</sup>.

Figure 21: Life expectancy at birth in Basingstoke and Deane 2001 – 2018<sup>43</sup>.



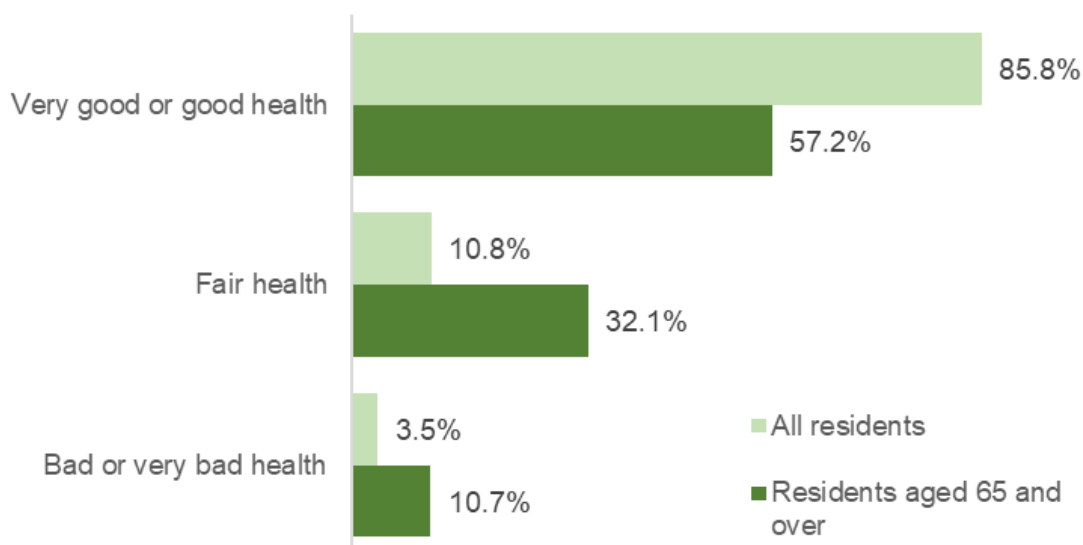
### Health Indicators

6.16 Unsurprisingly, poor health and health problems increase with age. The 2011 Census reported that 10.7% of borough residents aged 65 and over were in bad or very bad health and 45.3% had a long term health problem or disability that limited their daily activities. People aged 65 and over accounted for 44.5% of all those with bad or very bad health. 13.5% of residents had a long term health problem or disability that limited their daily activities, which is lower than the South East (15.7%) and England (17.6%).

<sup>42</sup> ONS Life expectancy at birth and at age 65 by local areas, UK, 2016-18.

<sup>43</sup> ONS Life expectancy at birth and at age 65 by local areas, UK, 2016-18.

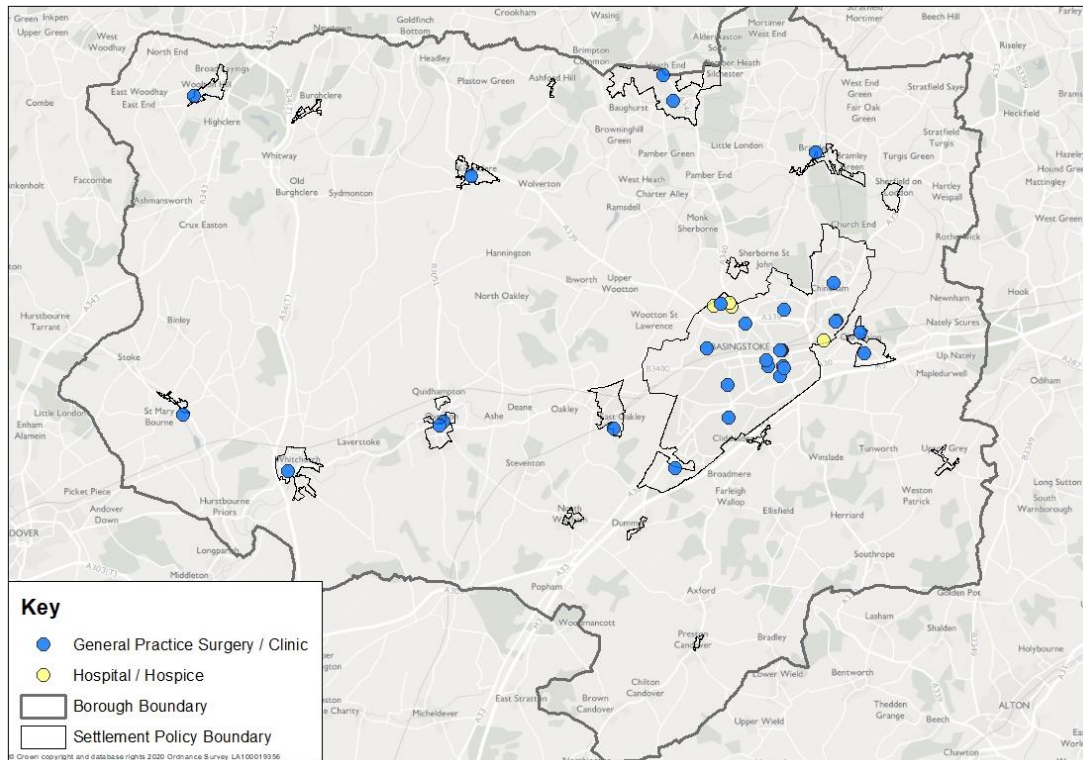
Figure 22: General health in Basingstoke and Deane, 2011 Census.



### *Health Facilities*

- 6.17 Basingstoke and North Hampshire Hospital, located within Basingstoke, has around 450 beds and provides a full range of planned and emergency services. The Candover Clinic is a private hospital located on the same site. The BMI Hampshire Clinic is also a private hospital in Basingstoke, offering services to residents of Basingstoke, Hampshire and further afield.
- 6.18 Capacity in health centres is limited and, as a result of reorganisations, some patients have to make lengthy journeys to visit their GP. Discussions are ongoing with the health authorities about additional facilities, particularly in the east of the town and to serve Winklebury and the Manydown area. As identified in Horizon 2050 and the BDBC Council Plan 2020-2024, consideration is also being given to provision of a new hospital to replace the existing North Hampshire facility.

Figure 23: GP Surgeries, Hospitals and Hospices in the borough

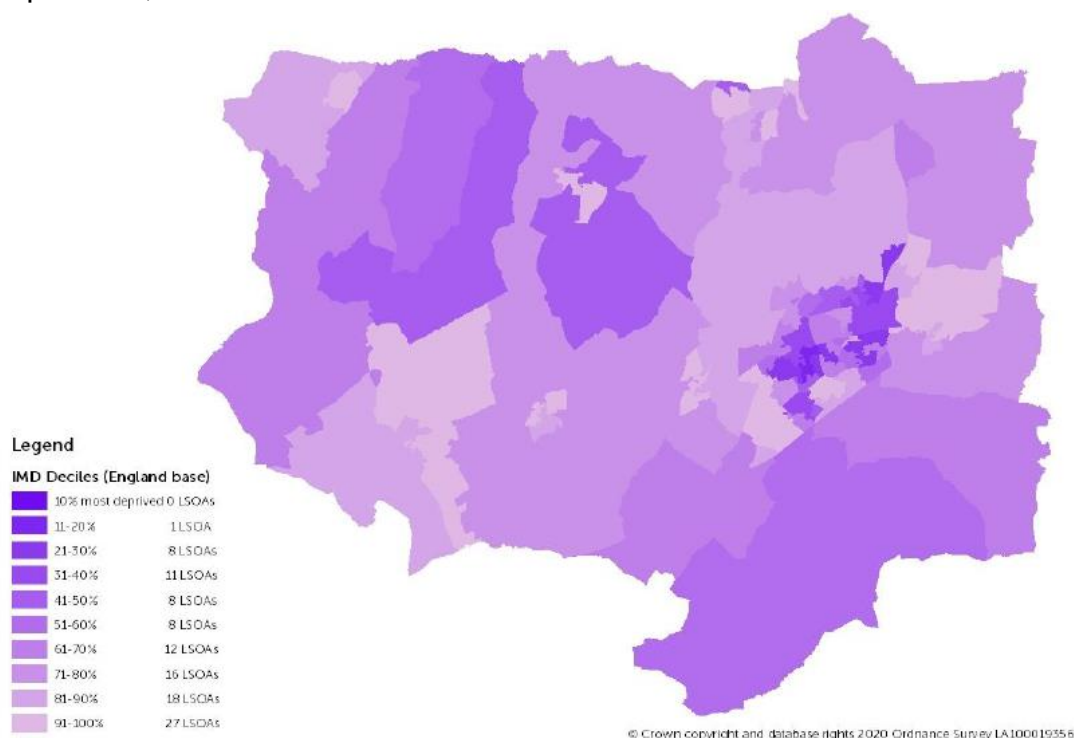


### Deprivation

6.19 In the national context, there is relatively little deprivation in the borough. Two fifths (41.2%) of the borough's 109 lower super output areas (LSOAs) fall within the 20% least deprived nationally. Two of these are within the 1% least deprived nationally. However, one lower super output area in South Ham is within the 20% most deprived nationally. Eight are within the 30% most deprived nationally (see Figure 24). Despite relatively little deprivation in the borough, some parts of Basingstoke and Deane experience relatively high levels of disadvantage in terms of education and crime and fall within the 10% most deprived nationally<sup>44</sup>.

<sup>44</sup> MHCLG Indices of Deprivation, 2019

Figure 24: Basingstoke and Deane indices of deprivation by lower super output area, MHCLG 2019<sup>45</sup>.



### *Regeneration*

6.20 The Adopted Local Plan 2011-2029 identifies the areas of Buckskin, South Ham and Norden (Basingstoke wards) as priorities for regeneration. The council's Community Investment Framework sets out a vision, five objectives and an action plan to inform the development and implementation of proposals. Initially developed to inform work in western Basingstoke which is ongoing, it can be used to guide investment decisions across the borough. Since then, the council has introduced the Place Shaping Framework which will carry out pilot assessments on 3 wards in the borough including 'Norden', 'Winklebury and Manydown' and 'Evingar' (Burghclere, Highclere and St Mary Bourne). These are the new ward boundaries to come into effect in May 2021. The Place Shaping Framework takes forward and implements actions from the prior Community Investment Framework.

### *Fuel poverty*

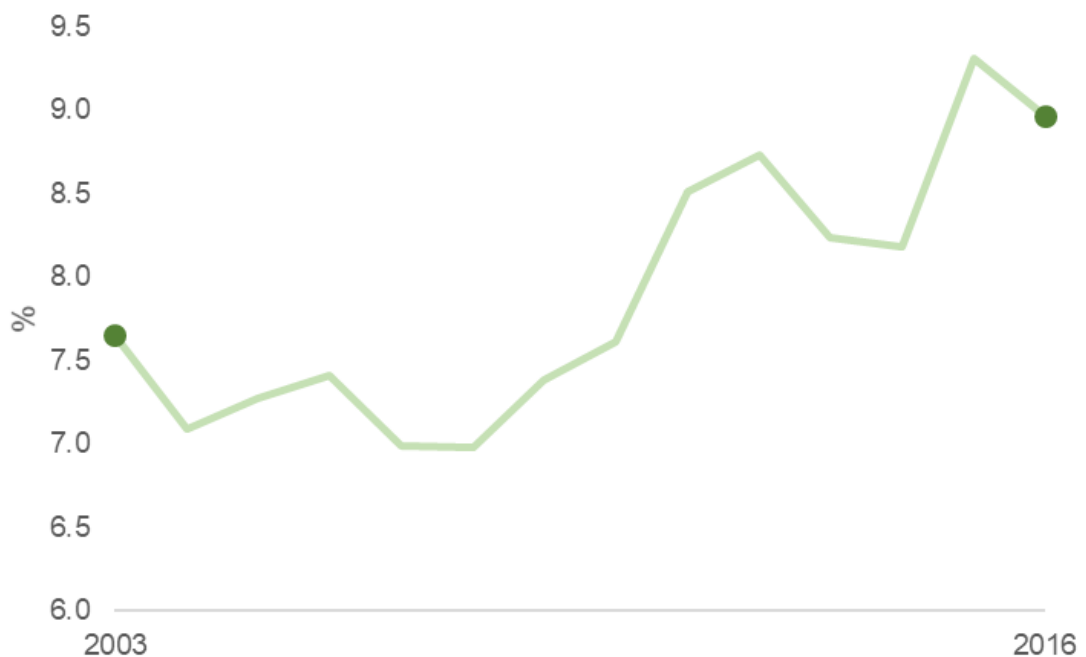
6.21 Fuel poverty is recorded by region with the South East on average having a lower level of fuel poverty than England as a whole (see Figure 25). However, the fuel poverty gap in the South East is higher than for England as a whole. 2003 to 2016 data shows that there is a trend of increasing fuel poverty in the South East (see Figure 26).

<sup>45</sup> MHCLG Indices of Deprivation, 2019

Figure 25: Proportion of households classed as 'Fuel poor' by region 2016, HM Treasury 2018.



Figure 26: Proportion of households in the South East classed as 'Fuel poor' 2003-2016, HM Treasury 2018.

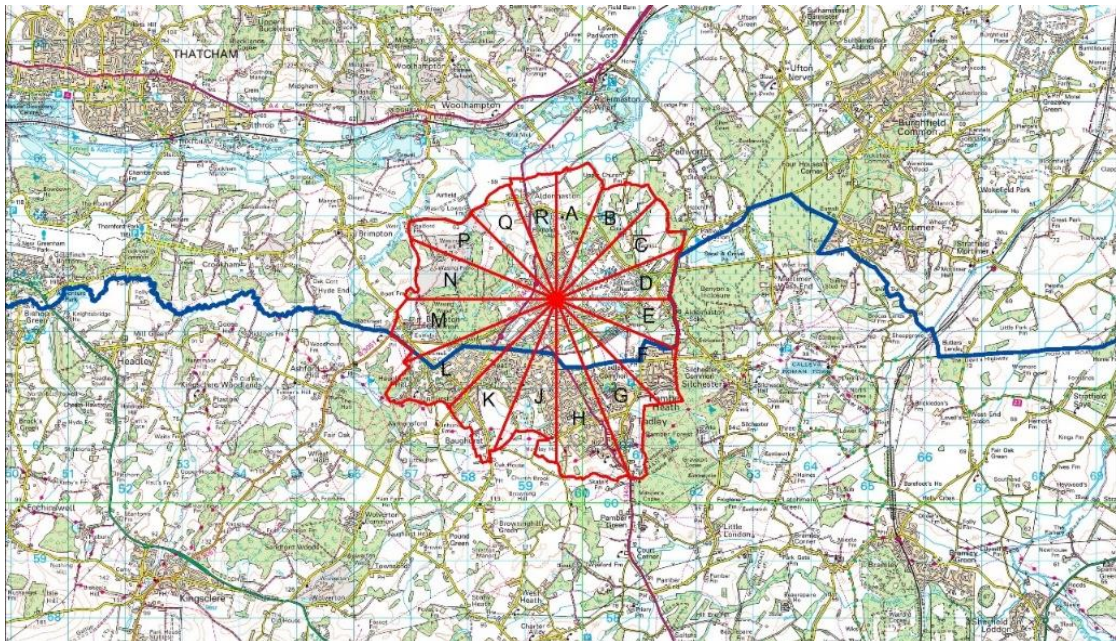


*Nuclear Installations and public safety*

6.22 There are two licensed nuclear installations located in close proximity to the border of the Borough's administrative boundary: the Atomic Weapons Establishment (AWE) Aldermaston and AWE Burghfield (both situated within West Berkshire). In order to ensure public safety, any new development within the vicinity of these installations needs to ensure that the population can be accommodated in the Off-Site Nuclear Emergency Plan in the event of an emergency. Figure 27 shows the emergency planning zone for Aldermaston

which, in particular, impacts on new development in Tadley. Policy SS1 of the Adopted Local Plan 2011-2029 requires that all new development within the consultation zones will trigger consultation with the Office for Nuclear Regulation's Directorate who consider the proposed use, scale, location and impact of the proposed development. Consequently, this policy has limited development in Tadley over recent years, resulting in higher levels of local housing need.

Figure 27: Aldermaston Weapons Establishment Emergency planning zone.

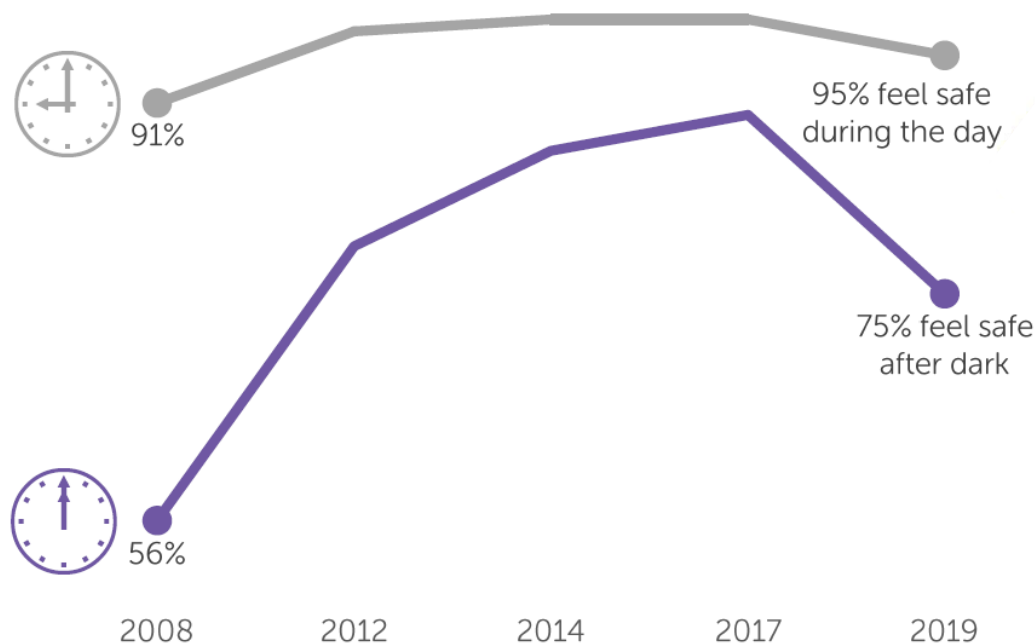


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### *Crime*

- 6.23 As recognised in Horizon 2050, the vast majority of residents feel safe outside their local area after dark and during the day, and feeling safe has generally increased over time with a slight decrease in recent years as illustrated by Figure 28 below. This may be due, in part, to the survey being conducted during the darker winter months instead of the spring/summer months.

Figure 28: Proportion of residents that feel safe outside in their local area within Basingstoke and Deane, residents' survey 2008-2019.



6.24 In 2018/2019, there were almost 3,620 incidents of antisocial behaviour reported in Basingstoke and Deane. This was a 10% decrease from 2017/2018 where there were almost 4,040 incidents. Total crime increased by 3% to 13,110 offences in 2018/2019, from around 12,730 during 2017/2018. In 2018/2019 robbery of business property, bicycle theft, and arson increased, whilst residential burglary, business and community burglary and rape offences reduced<sup>46</sup>.

6.25 Safer North Hampshire Partnership (Hart, Rushmoor and Basingstoke and Deane Councils) regularly reviews current and emerging trends in crime<sup>47</sup>. The primary threats and priorities for the area have been identified as:

- Anti-social behaviour with a focus on youth related nuisance (despite a reduction in overall reports, this remains an issue)
- Domestic abuse
- Robbery (increased year on year)
- Children at risk (the threat of serious organised crime especially related to the exploitation of children is a county priority)

<sup>46</sup> Safer North Hampshire Strategic Assessment 2018/2019.

<sup>47</sup> Safer North Hampshire Partnership Strategic Assessment 2018/19

## Overview of likely trends without an update to the Local Plan

- 6.26 An increasing population will create increased demand for leisure, cultural, community, and sports facilities. The borough's current offer can be protected but also enhanced and expanded through plan policy and site allocations as suitable.
- 6.27 The need to protect safety around the nuclear installations of Aldermaston and Burghfield (as specified by the Office for Nuclear Regulations Directorate) needs to be balanced with the provision of housing to meet identified local housing need in the area and this needs to be considered through planning policy and in site allocations.
- 6.28 Whilst the Place Shaping Framework and Community Investment Framework identify regeneration proposals in priority areas, their implementation can be enhanced and expedited by co-ordination through the Local Plan which also provides a suitable framework for guiding proposals.

### **Summary of baseline data and key issues for Healthy, Safe and Inclusive communities**

- The borough offers a range of leisure and cultural facilities that should be maintained for residents and visitors
- There is high quality sports provision across the borough, but some need for improvements have been identified
- The need to retain the balance of high quality but sufficiently local community facilities
- There is a potential requirement for additional healthcare facilities, particularly to meet existing shortfall in the east of the Basingstoke and Winklebury and to serve Manydown going forward
- The provision of new hospital facilities to replace the existing North Hampshire facility in Basingstoke which is no longer fit for purpose
- There is a need to retain and improve essential facilities and services, in local communities, including outside of Basingstoke Town, to ensure social inclusion and sustainability
- There is a need to maintain public safety around existing nuclear installations (Atomic Weapons Establishment (AWE) Aldermaston and AWE Burghfield, both outside of the Borough), balanced with meeting the needs of relevant areas
- There is relatively little deprivation in the borough but some areas experience relatively high levels of disadvantage in terms of education and crime which need to be addressed at a neighbourhood level.
- Whilst there are high levels of safety satisfaction in the borough, there are specific areas of crime, including anti social behaviour, to be addressed.
- The need to enable the delivery of suitable regeneration opportunities to be taken forward through the Place Shaping Framework

- Increasing recognition of the contribution of the design of new developments in creating sustainable, healthy, safe and inclusive communities

## 7 Natural Environment

Key documents / sources
NPPF and PPG
BDBC Adopted Local Plan 2011-2029
BDBC Council Plan 2020-2024
South East Plan: Saved policy NRM6 (Thames Basin Heaths Special Protection Area)
Basingstoke and Deane Landscape Assessment (2001) and Capacity Studies (2008 and 2010)
BDBC Green Infrastructure Strategy 2018-2029
HBIC AMR, Monitoring Change in Priority Habitats, Priority Species and Designated Sites 2017/18, 2018
Living Landscapes - Basingstoke and Deane's Natural Environment Strategy 2014
River basin management plans
Water Resource Management Plans
Basingstoke and Deane SFRA 2010 (update due 2020)
Basingstoke and Deane Water Cycle Study Phase 1 (2007), phase 2 (2009) (update due 2020)
Basingstoke and Deane Air Quality Annual Status Report 2018
Landscape, Biodiversity and Trees Supplementary Planning Document (2018)
North Wessex Downs Area of Outstanding Natural Beauty Management Plan 2019-2024

### *NPPF and PPG*

- 7.1 The NPPF reflects wider national objectives to protect and enhance the natural environment. It requires local planning policies to protect and enhance valued landscapes, sites of biodiversity or geological value and soils. They should also seek to minimise pollution. It requires recognition of the intrinsic character and beauty of the countryside, and the wider benefit from natural capital.

### *Horizon 2050 (H2050)*

- 7.2 With 90% of the borough being rural, H2050 identified the natural environment as a key strength of the borough. The green infrastructure network comprises a range of green spaces and natural assets including woodland, registered parks and gardens, a network of public rights of way and the North Wessex Downs Area of Outstanding Natural Beauty. The borough supports a wide range of protected and notable species, and wildlife habitats. Local greenspaces are valued by communities. The potential impacts of growth on the natural environment are recognised, but also seen as an opportunity to secure net gains through restoration, enlargement and better connectivity.

*BDBC Council Plan 2020-2024*

- 7.3 The Council Plan sets out a number of measures to protect and enhance the natural environment. In particular it recognises the need to improve air quality (largely through transport), biodiversity, and river and landscape quality.

*BDBC Adopted Local Plan 2011-2029 and Landscape, Biodiversity and Trees Supplementary Planning Document*

- 7.4 There are numerous policies within the Adopted Local Plan aimed at protecting the natural environment: landscape; strategic gaps; Thames Basin Heaths SPA; biodiversity, geodiversity and nature conservation; green infrastructure; water quality; flood risk; sustainable water use; and pollution. The council has also produced a Supplementary Planning Document on Landscape, Biodiversity and Trees which supports and expands upon these policies.

*Landscape*

- 7.5 The borough is predominantly rural in character and includes many locally distinctive, varied and high quality landscapes which are greatly valued by residents and visitors. From the wide open spaces of the chalk downlands, to the complex enclosed landscapes of the river valleys, this variation gives rise to distinctive landscape character areas. These character areas are defined by a combination of landform, geology, soil, field patterns, woodlands, rivers, farmsteads, settlement patterns and the style and materials of buildings<sup>48</sup>. It is recognised that there are many important and high quality landscapes across the borough, including the North Wessex Downs Area of Outstanding Natural Beauty (AONB) which covers 80 square miles in the north-westerly portion of the borough (Figure 29).
- 7.6 Twenty Landscape Character Areas have been identified within the borough and are described in the Basingstoke and Deane Landscape Assessment (2001) and shown in Figure 30 below. The assessment identifies the landscape types across the Borough and uses these to identify broader character areas which are detailed within the document itself<sup>49</sup>. The Landscape Assessment also sets out the key characteristics of settlements, their landscape setting and settlement character for the larger settlements in the borough. This Landscape Assessment is being reviewed and an updated version will inform the Local Plan Update.
- 7.7 Landscape and settlement character will continue to be subject to change in the future. The Countryside Design Summary (within the Landscape, Biodiversity and Trees SPD) explains the design relationship between the borough's landscape, settlement patterns and buildings, and provides

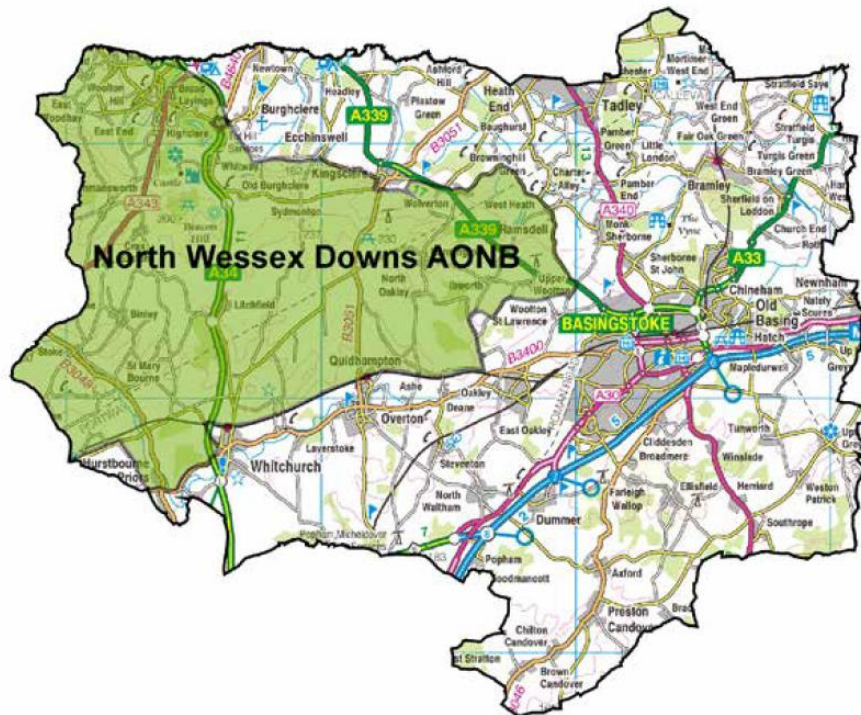
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<sup>48</sup> BDBC Heritage SPD, 2019

<sup>49</sup> BDBC Landscape Assessment, 2001

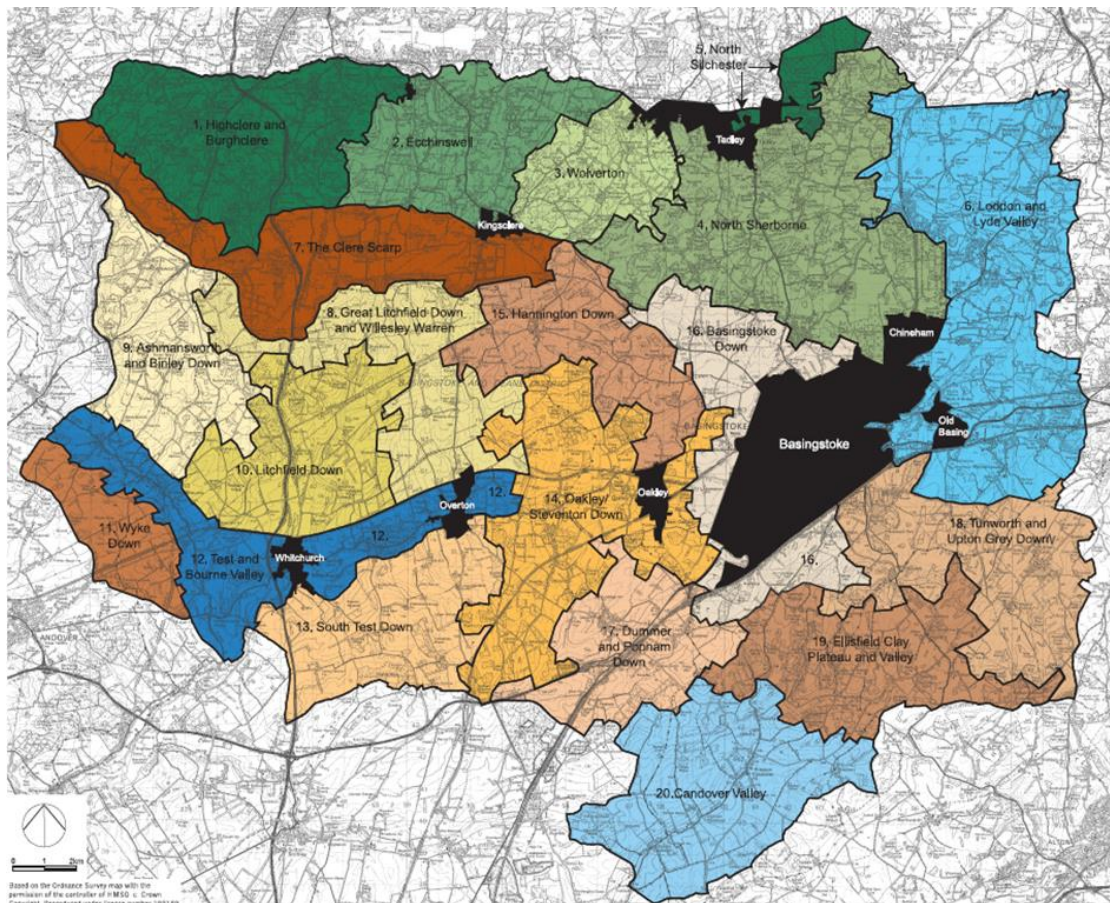
design criteria against which any future development can be assessed. Without careful consideration there is the potential for adverse effects through unplanned proposals. Local guidance documents such as the Landscape, Biodiversity and Trees SPD and North Wessex Downs AONB Management Plan seek to provide an indication of how development can be planned and designed to be more sensitive to the landscape character, townscapes and settlement character.

Figure 29: North Wessex Downs Area of Outstanding Natural Beauty<sup>50</sup>



<sup>50</sup> BDBC Living Landscapes, 2014

Figure 30: Landscape Character Areas across the Borough, Landscape Assessment 2001.

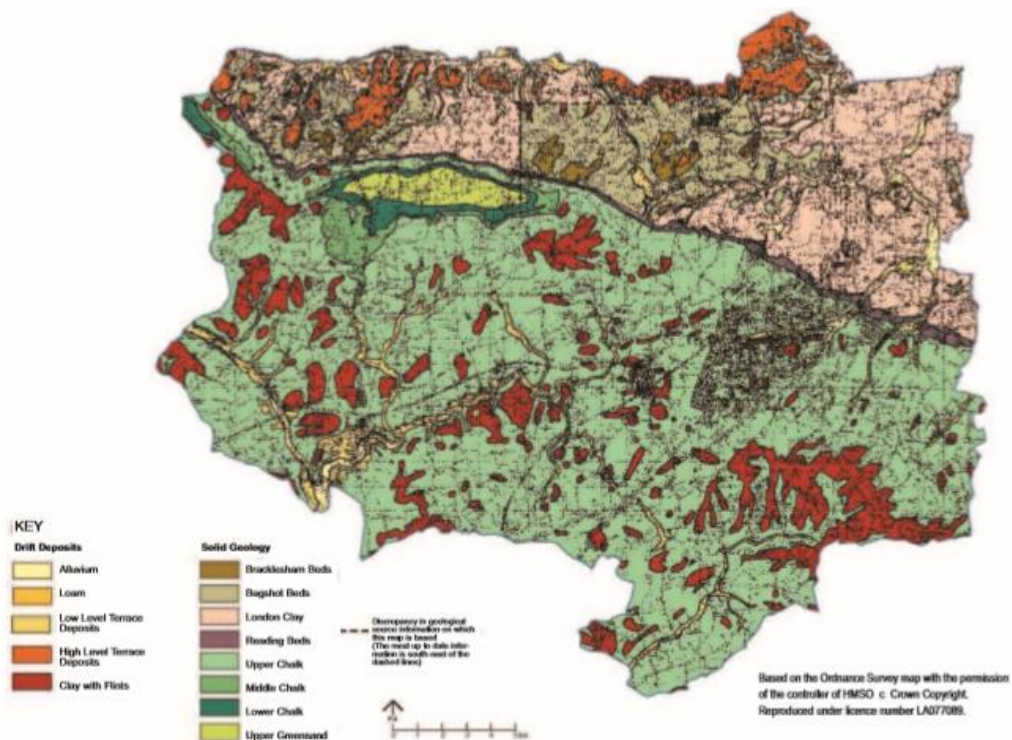


### *Geology and Soil*

- 7.8 The borough straddles the geological areas of the Thames Basin and the Hampshire Downs. The southern half of the borough is dominated by the deep chalk bed of the North Downs, laid down in the Cretaceous period; this belt of chalk stretches right across Hampshire and neighbouring counties, forming the distinctive downland landscapes of southern England. The chalk layer has been tilted to form a ridge and eroded on its exposed northern face to create the distinctive, steep escarpment west of Kingsclere that is composed of the comparatively hard rocks of the Middle Chalk. Immediately below the scarp, erosion has also exposed a narrow belt of Reading Beds and Upper Greensand which run parallel to the scarp face. From its northern escarpment, the bed of Upper Chalk dips southwards, forming the characteristic downland, broad plateaux and shallow valleys that are distinctive features of chalk scenery. Much of the Upper Chalk is overlain by superficial deposits of clay with flints, laid down during the inter-glacial period, particularly on the plateau in the vicinity of Ellisfield and Herriard. This clay cap masks the chalk geology and gives rise to different soils and surface conditions, often less suited to intensive agriculture and typically covered in broadleaved woodland.

- 7.9 The northern part of the borough lies on the south-western edge of the London Basin, where the chalk strata dip towards the north and are buried beneath the younger deposits of sands and clays laid down during the Tertiary period during progressive periods of marine flooding. These consist of three main geological deposits: London clay, Bracklesham Beds, and Bagshot Beds. These deposits are all comparatively soft and easily eroded to form low-lying landscapes of subdued relief; their variability and sequence of outcrops has produced a complex pattern of soils, vegetation types and land use character across the area. Later Quaternary deposits of river and valley gravels occur along the main river valleys and deposits of alluvium also follow the outlines of the Thames river network. The areas around Silchester, Tadley and north of Highclere and Burghclere are characterised by extensive High Level Terrace Drift Deposits (plateau gravels).
- 7.10 These two distinctive geological formations produce a comparatively varied geological structure that has a strong influence upon landform and landscape character (see Figure 31).

Figure 31: Geological map for Basingstoke and Deane, Landscape Assessment 2001.



- 7.11 Regarding soils and agricultural land classification, agricultural land in the borough is primarily Grade 3 (good to moderate quality) with some small pockets of Grade 2 (very good quality) and Grade 4 (poor quality). Other land is either non-agricultural or urban.

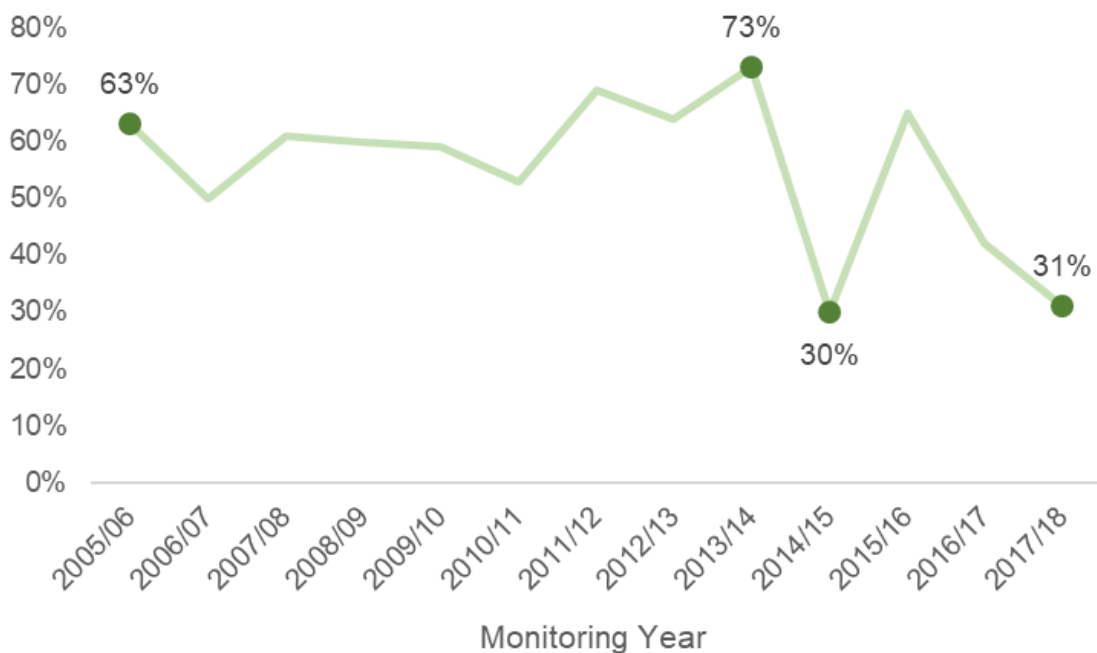
*Contaminated land*

7.12 Basingstoke and Deane currently has no sites on its Contaminated Land Register.

*Percentage of development on Previously Developed Land (PDL)*

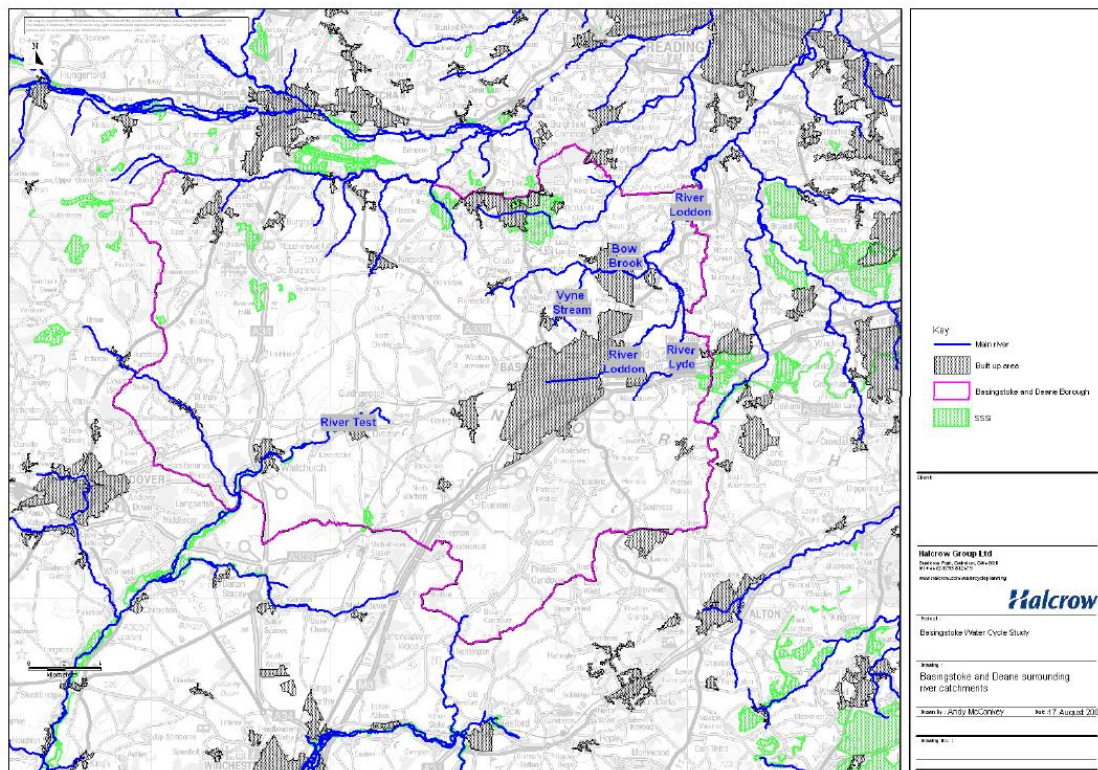
7.13 Adopted Local Plan 2011-2029 policies support regeneration and prioritise the development of previously developed sites over greenfield sites. Figure 32 shows that up until 2014, there was a consistently high percentage of development on previously developed land. In recent years, the increased number of new homes delivered on greenfield Adopted Local Plan allocations, and a reduction in the number of office to residential permitted development conversions, has resulted in a fall in the proportion of development on previously developed land, although, given higher recent delivery rates, there has still been a considerable number of dwellings built on brownfield land.

Figure 32: Percentage of gross housing completions on PDL by monitoring year in Basingstoke and Deane, AMR 2005-2018.



## Water

Figure 33: River Basins in Basingstoke and Deane, Phase 2 Water Cycle Study, 2009



- 7.14 Basingstoke and Deane is located within a county that has more river and wetlands sites of national importance for wildlife than any other county in England. The Test river valley is an SSSI and subject to an Environmentally Sensitive Area (ESA) scheme to maintain and enhance the landscape and protect archaeological and historical features. The River Loddon is classified as a high quality chalk river, therefore requiring special protection for both water quality and ecology. The Loddon contains many important wetland and floodplain habitats which have been designated as Sites of Importance for Nature Conservation (SINCs) and in part is designated as a Site of Special Scientific Interest (SSSI). It is also subject to the European Union Freshwater Fish Directive, designated as an EU salmonid river that contains BAP habitat. The current urban extent of Basingstoke drains to the River Loddon catchment and ultimately into the Thames basin. Foul water from the town drains to these catchments via Basingstoke sewage treatment works which feeds into the upper reaches of the Loddon and smaller settlements via two smaller treatment works, which drain into the Bow Brook, a tributary of the Loddon<sup>51</sup>.

<sup>51</sup> BDBC Adopted Local Plan 2011-2019

### *River Basin Management Plans*

- 7.15 The River Basin Management Plan for the Thames basin identifies that the Loddon catchment is currently failing to meet the good ecological status of the Water Framework Directive (WFD). This is primarily due to treated effluent discharges into the River Loddon catchment from the Basingstoke area, and in particular, phosphate discharged from the Sewage Treatment Works. WFD compliance is based on all elements that make the band status of a water body, including biological and physicochemical. There is the potential for additional treated sewage effluent from future allocated sites around Basingstoke to cause deterioration of the current physicochemical band status in the River Loddon catchment<sup>52</sup>. There may also be risk regarding the impact upon biological and ecological status that may result from additional developments. Revised WFD classifications are due to be released imminently and the potential impact of increased effluent discharges will be considered through the Water Cycle Study.
- 7.16 Water quality is also an issue for the River Test and Itchen catchments, along with channel function and low flows. Parts of the borough have been identified as being 'Phosphate Priority' areas or 'Nitrate Vulnerable Zones'<sup>53</sup> where Countryside Stewardship Agreements could improve water quality to meet the WFD targets. Nitrates discharged into the rivers has also become an issue for the biodiversity within protected SPA and SAC sites in the Solent (detailed further in paragraphs 7.37 and 7.38 below). A chalk aquifer underlies much of the borough and is vulnerable to contamination. The groundwater body, known as the Basingstoke Chalk, is currently failing to meet its WFD chemical status and is at risk from diffuse sources of pollution. Areas of the borough are also protected by Groundwater Source Protection Zones (EA), and adequate protection measures are required for development of sites that risk contamination of these water sources.

### *Water Resource Management Plans*

- 7.17 The Thames Water Draft Water Resources Management Plan 2019 states that London and the Thames Valley is already one of the of most densely populated parts of the country, and the number of people living and working here is forecast to grow significantly. By 2045 Thames Water forecast that there will be around two million more people living in the area. Additionally, the climate is changing. Hotter, drier summers in the future will mean that there will be less rain when we need it most, and extreme weather events are likely to be more common<sup>54</sup>. The last Water Cycle Study for the borough concluded that the region is 'water stressed' and recommended firm implementation of water efficiency standards in order to manage demand on the water environment.

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<sup>52</sup> Thames river basin district River basin management plan, DEFRA 2015

<sup>53</sup> DEFRA, <https://magic.defra.gov.uk/MagicMap.aspx>

<sup>54</sup> Draft Water Resource Management Plan, Thames Water 2019

- 7.18 Households that typically use more water have lower occupancy, higher affluence and are in areas with warmer/drier summers. This applies to the south east of England and includes South East Water’s supply area, with current and projected consumption levels set out in Table 5. The South East Water Resource Management Plan sets out a preferred plan to address the projected shortfall in water, which for the water resource zone covering Basingstoke, is the reduction in leakages and water efficiency measures.

Table 5: Baseline per capita consumption (source South East Water Resource Management Plan 2019)

Company level	Per capita consumption (l/h/d)	Occupancy rate (h/prop)	Per property consumption (l/prop/day)	SEWRMP preferred plan target (l/h/d)
<b>Dry year annual average (MI/d)</b>				
2017/18	154	2.54	391	
2019/20	147	2.49	366	
2024/25	145	2.46	357	138.6
2044/45	140	2.34	327	119.0
2079/80	137	2.17	297	90.1
<b>Summer peak period MI/d</b>				
2017/18	207	2.53	524	
2019/20	195	2.50	488	
2024/25	193	2.47	476	187.0
2044/45	189	2.33	441	168.2
2079/80	189	2.17	410	142.0

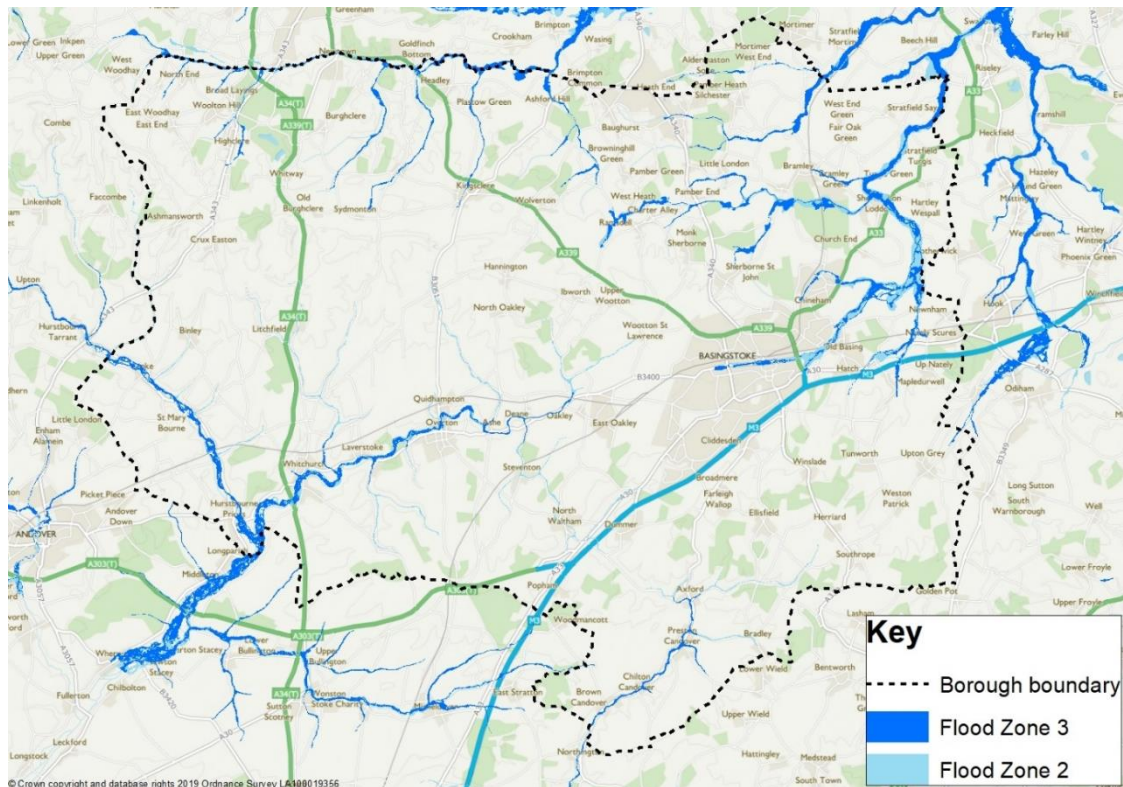
- 7.19 The western part of the borough falls within Southern Water’s remit for the provision of water. Southern Water’s Water Resource Management Plan 2019 (draft) identified potential future water shortages for its western zone due to the Environment Agency’s recently notified proposed licence changes on the Lower Itchen, Test and Candover.
- 7.20 Given the current state of water resources, projected to worsen in the future with the impact of climate change, Policy EM9 of the Adopted Local Plan requires new homes to meet a water efficiency standard of 110 litres or less per person per day, and for larger non-residential development to meet BREEAM excellent standards for water consumption. A Water Cycle Study is currently being carried out which will consider water resources and be used to inform the Local Plan Update.

*Flood risk*

- 7.21 A Strategic Flood Risk Assessment (SFRA) was carried out in 2010 and is currently being updated to inform the Local Plan Update. About 2.8% of the borough is within a floodplain (i.e. within areas covered by Flood Zones 2, 3a

and 3b as defined in Figure 34)<sup>55</sup>. The chalk rivers (Rivers Test and Loddon) are characterised by high groundwater-fed base flow which may result in overtopping of river banks after storms. Localised groundwater flooding is also prevalent across the Borough as a result of high groundwater levels. Surface water flooding has been identified as being associated with watercourses in the south eastern part of the borough. Sewer flooding has been reported in various parts of the Borough, this is influenced by groundwater flooding at times of heavy rainfall. Buckskin, to the west of Basingstoke Town Centre, was the subject of severe groundwater and surface water flooding in 2014. This led to secondary foul water flooding caused by inundation of the foul network. A Section 19 investigation under the Flood Water Management Act 2010 was undertaken by Hampshire County Council as Lead Local Flood Authority (LLFA). An action plan was drawn up and remains in place. The current local plan also identifies critical drainage areas where the drainage system has limited capacity and flooding can occur from surface water.

Figure 34: Areas of Basingstoke and Deane within Flood Zones 2 and 3.



### Air Quality

7.22 The 2008 Ambient Air Quality Directive sets legally binding limits for concentrations of major air pollutants that impact public health such as particulate matter and nitrogen dioxide. As well as having direct effects, these pollutants can combine in the atmosphere to form ozone, a harmful air

<sup>55</sup> BDBC Strategic Flood Risk Assessment 2010

pollutant (and potent greenhouse gas). Air quality has been monitored in the borough as part of the local authority review and assessment process since the mid-1990s. This monitoring process has evolved over time with the outcomes and the nature of the borough leading to a focus on monitoring nitrogen dioxide caused by vehicle emissions. The 2014 Progress Report identified an area around Winton Square in Basingstoke where there were exceedances of the NO<sub>2</sub> annual mean objective at locations relevant for human exposure, however subsequent detailed assessment has found that exceedances were not occurring.

- 7.24 A Ministerial Direction issued to the council by DEFRA in 2018 identified a length of road, the A339 (Ringway East) located between the A339/A33 Roundabout and the A339/A30 Black Dam Roundabout that exceeded the annual mean NO<sub>2</sub> Air Quality Directive Limit value. The road link is a key part of the ring road around the centre of Basingstoke that links onto the M3 motorway at Junction 6. Further work showed that the area would be compliant for 2020 and further measures to improve air quality were not necessary.
- 7.25 Because of the absence of any Air Quality Management Area, there is no statutory requirement for the council to prepare an Air Quality Action Plan or Air Quality Strategy. However, the council has taken forward a number of initiatives in pursuit of improving local air quality. The Air Quality Annual Status Report (2018) for Basingstoke and Deane concluded that monitoring at locations relevant for public exposure has shown that the annual objective of 40µg/m<sup>3</sup> for nitrogen dioxide concentrations has not been exceeded within Basingstoke and Deane Borough Council area hence an Air Quality Management Area is not required. Monitoring around the borough continues and is reported in the Air Quality Annual Status Report<sup>56</sup>.

### *Green Infrastructure*<sup>57</sup>

- 7.26 The latest version of the council's Green Infrastructure Strategy was published in 2018 and covers the period from 2018 to 2029. Green Infrastructure (GI) can include a variety of types of space, many of which provide multiple benefits, including links to biodiversity, access to green space (with potential health benefits) and, in some cases, supporting the local economy. Types of Green Infrastructure in the borough include: natural and semi-natural green space, parks and gardens, amenity green space, green corridors, hedgerows, and other miscellaneous types. The council's Green Infrastructure Strategy provides further description of these spaces, together with a more detailed assessment of the quality and quantity of Green Infrastructure across the borough and the policies and actions that are being undertaken in order to enhance and upgrade this green infrastructure.

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<sup>56</sup> BDBC Air Quality Annual Status Report, 2018 <https://www.basingstoke.gov.uk/air-quality>

<sup>57</sup> Green Infrastructure Strategy for Basingstoke and Deane 2018-2029

- 7.27 Overall, the borough has a good range of green infrastructure assets. These include Green Flag awarded parks in the heart of Basingstoke; a network of green spaces; some of the country's most precious wildlife habitats; registered parks and gardens; registered common land as well as publicly accessible open countryside areas. A network of footpaths, bridleways and cycleways, including some long-distance routes, form part of the borough's 853km network of public rights of way. There are three large areas of publically accessible woodland in the borough; Great Pen Wood, Pamber Forest and Basing Wood.
- 7.28 The Green Infrastructure network also has national and regional significance reflecting, for example, the local geology and important river systems such as the River Test and River Loddon. Extensive areas of the borough's Green Infrastructure are protected by biodiversity designations which are detailed in Section 7 of this report.
- 7.29 Table 6 below shows that approximately 90% of the borough is covered with natural surfaces – including agriculture, woodland, and public open spaces.

Table 6: Land use in the borough, OS MasterMap, 2019.

<b>Land Use in the Borough</b>	
Land Use Type	Percentage Cover of BDBC
Man Made	5.5
Multiple Surfaces	4.3
Total Natural Surfaces	90.2
<b>(Breakdown of Natural Surfaces)</b>	
Agriculture	65.3
Trees and Woodland (of which Ancient Woodland)	17.8
Other greenfield use	7.1

- 7.30 The extent, type and quality of green infrastructure and its benefits, however, are not evenly distributed and the maximum benefits are not always realised for reasons including accessibility, lack of awareness, poor linkages or inadequate management. Some of the rural settlements such as Overton, Laverstoke and Steventon and Tadley are less well provided for in terms of local accessible greenspace, making it difficult for those without cars to visit open spaces and the countryside. In Basingstoke there is generally poor access to natural green space with the exception of Chineham, northern parts of Popley and parts of Kempshott, Hatch Warren and Beggardwood.
- 7.31 There are also external pressures which affect Green Infrastructure assets, including challenges to biodiversity, conflicts between the need of wildlife and people, as well as high levels of growth and new development. The council's Green Infrastructure strategy sets out a framework to address this and guide planning policies. It also sets out adopted Green Space Standards for new development.

- 7.32 The natural environment can also play an important role in addressing climate change through adaptation (helping prevent flooding or providing shading) and mitigation (carbon sequestration through trees or other habitat restoration).

### *Biodiversity*

- 7.33 The borough supports a wealth of biodiversity, with a wide range of habitats and species. Over 850 protected or notable species have been recorded in the borough, that have statutory protection or have been recognised as needing special conservation effort<sup>58</sup>. These include species representative of some of the special habitats in the Borough, such as bat species found in the Greywell Tunnel and great crested newt found in Popley Ponds. Many habitats are identified as key habitat types because of their important biodiversity value. Examples in the borough include: the River Test and River Loddon which are nationally important chalk streams and provide suitable habitats for otters and water voles; numerous ancient semi-natural woodlands which support diverse ground floras; and chalk grassland which is of particular importance to a number of butterflies. Legally protected or notable wildlife are also found outside these designated sites including hedgehogs, slow worms, swifts and bats.

Table 7: Protected and notable species in Basingstoke and Deane, Living Landscape Strategy 2014<sup>59</sup>.

<b>Number of protected and notable species recorded in the borough</b>	
<b>Class</b>	<b>Number of protected or notable species</b>
Invertebrates	488
Flowering Plants	207
Birds	119
Mammals	13
Amphibians and reptiles	6
Fish	4

- 7.34 Alongside it's Green Infrastructure Strategy, the council has produced a strategy for the natural environment, 'Living Landscapes' (2014). As well as outlining biodiversity within the borough, it sets out specific actions and approaches to protecting and enhancing the borough's natural environment.
- 7.35 Biodiversity is facing challenges due to the changing extent of habitat, habitat isolation, water availability and quality, introduced species, disturbance from human activities, pollution and climate change. It is for this reason that the latest national guidance seeks to achieve measurable net gains in biodiversity

<sup>58</sup> Appendix 1 - Living Landscapes Strategy,

<sup>59</sup> Appendix 1 - Living Landscapes Strategy, data from HBIC 2013

through new development. This is supported by the council's Landscape, Biodiversity and Trees Supplementary Planning Document. The council's Green Infrastructure Strategy also sets out targets for the creation or restoration of habitats<sup>60</sup>.

7.36 Many of the borough's habitats can be categorised as important sites for wildlife and/or are defined as a key habitat type in line with the designations set out in Table 8<sup>61</sup>. Figure 35 shows the location and extent of designated sites in the borough.

Figure 35: Designated Wildlife Sites within the borough<sup>62</sup>

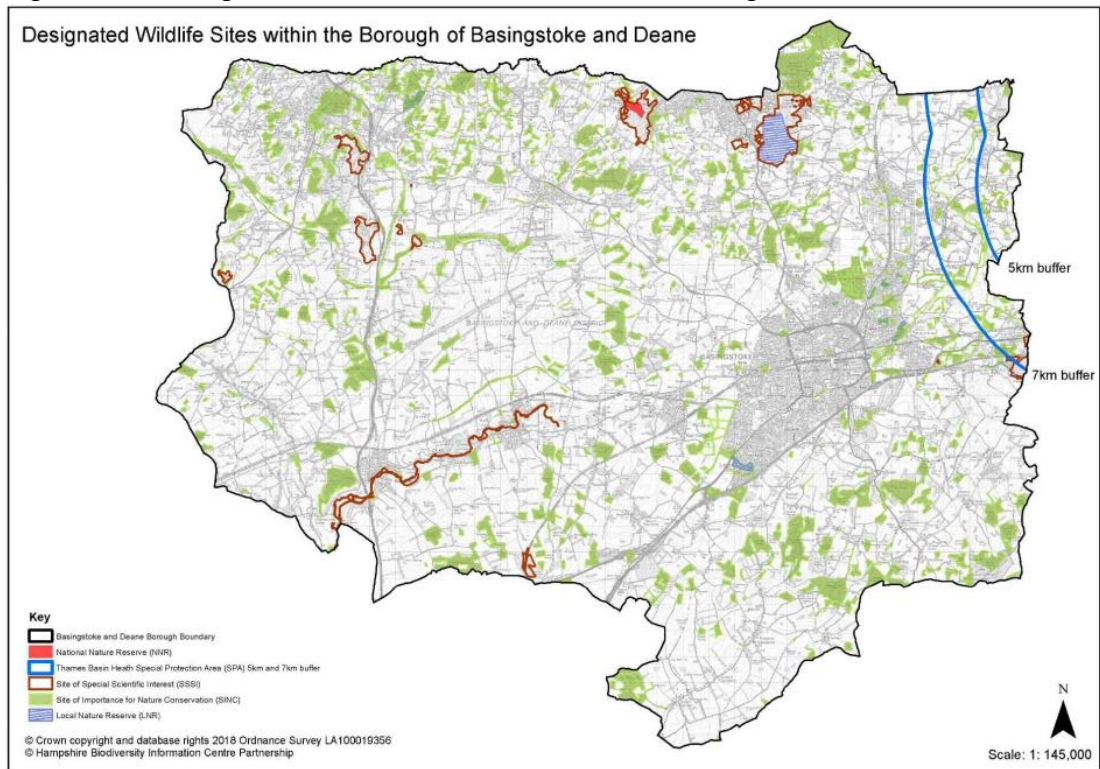


Table 8: Extent of nature conservation designations in Basingstoke and Deane (as at 31 March 2018)<sup>63</sup>.

Level	Designation	Area in BDBC (ha)
International designation	Special Protection Area (SPA)	0
	Special Area of Conservation (SAC)	0
	RAMSAR site	0
National designation	Site of Special Scientific Interest (SSSI)	806
	National Nature Reserve (NNR)	23
	Local Nature Reserve (LNR)	245

<sup>60</sup> BDBC Green Infrastructure Strategy 2018-2029

<sup>61</sup> Landscape, Biodiversity and Trees SPD, 2018

<sup>62</sup> Landscape Biodiversity and Trees SPD, 2018

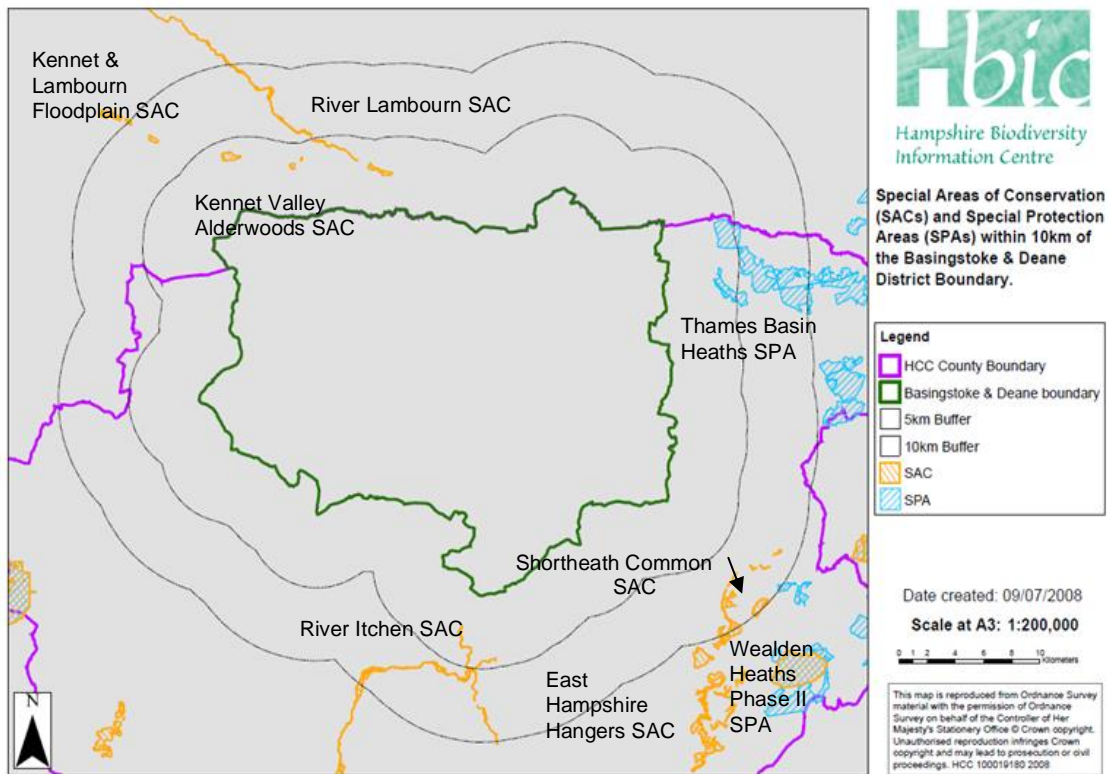
<sup>63</sup> HBIC, Monitoring Change in Priority Habitats, Priority Species and Designated Sites 2017/18, 2018

Local designation	Site of Importance for Nature Conservation (SINC)	6,224
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*International Designations*

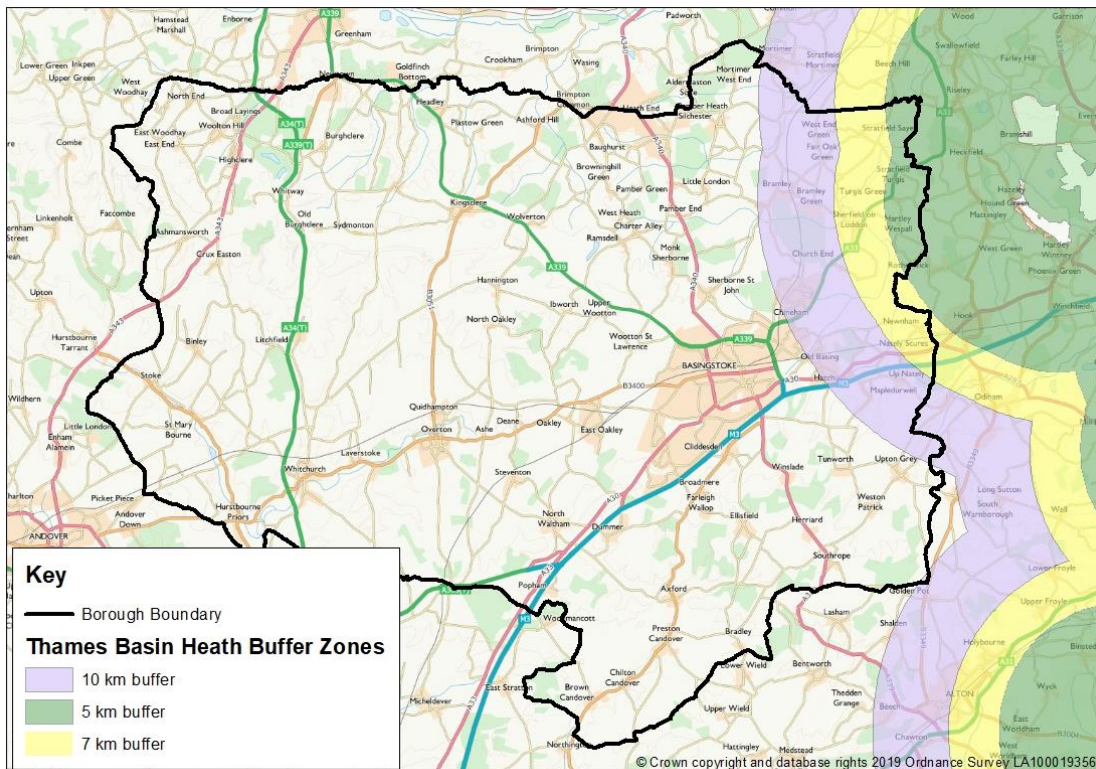
7.37 Although the borough does not contain any land designated as of international importance, there are a number of Natura 2000 sites within 10km of the borough boundary (see Figure 36). The Thames Basin Heaths Special Protection Area (SPA) includes areas of heathland across Surrey, Hampshire and Berkshire. The SPA has been identified as an internationally important breeding habitat for three rare species of bird populations (Dartford Warbler, Woodlark and Nightjar). Natural England’s research suggests that increased population arising from housing developments at a distance of up to 5km away can cause significant disturbance to the breeding success of these bird populations. Policy EM3 of the Adopted Local Plan 2011-2029 protects the Thames Basin Heaths SPA in line with the Thames Basin Heaths Delivery Framework. The north-east part of the borough falls within this 5km buffer zone where mitigation measures are required. The impact of large residential developments within 5-7km may also need to be considered. These buffer zones are shown in Figure 37.

Figure 36: Locations of Natura 2000 sites within 10km of Basingstoke and Deane borough.



Please note: The boundaries for statutory sites have been provided as digital data from Natural England (NE); this digital data is indicative not definitive. Paper maps produced by NE at the time the sites were designated show the official site boundaries.

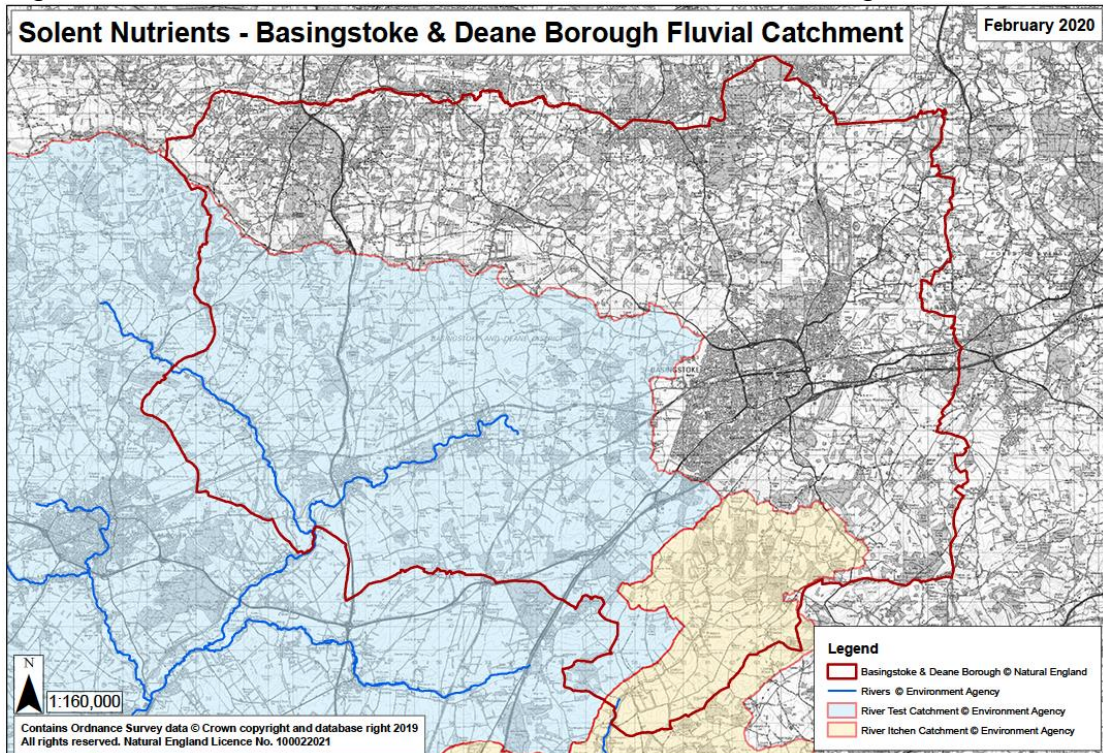
Figure 37: Thames Basin Heaths SPA and buffer zones.



7.38 Likewise, although outside of the borough’s administrative boundary, there is evidence of high levels of nitrogen and phosphorus in the Solent, primarily due to agricultural runoff but also due in part to the increase in wastewater from new housing and overnight accommodation. Natural England have raised concerns that this could have a significant effect on the Solent’s European designation sites (Solent Maritime SAC, Solent & Southampton Water SPA, potential Solent and Dorset coast SPA and Solent & Southampton Water Ramsar site). A significant part of the borough is affected by this issue, in particular those areas to the south-west of Basingstoke which are serviced by Southern Water wastewater treatment works (Barton Stacey, Oakley, Overton, North Waltham and Whitchurch). It also includes new development serviced by local treatment plants and septic tanks within the upper catchments of the River Test and Itchen that subsequently discharge to the Solent (Figure 38).

7.39 Any new housing and overnight accommodation proposed in these areas will need to show that it is nitrate-neutral or there is a mitigation solution that ensures that no additional nitrates will be discharged into the Solent as a result of the development. Basingstoke and Deane Borough Council, and other Local authorities whose river catchments drain into the Solent, are developing a strategic approach to mitigation in order to achieve nutrient-neutral development and deliver the planned housing compliant with the Habitats Regulations.

Figure 38: River Test and Itchen catchment Plan, Natural England



### *National Designations*

7.40 In terms of nationally designated sites, within the borough there is one national nature reserve and numerous local nature reserves and SSSI's, covering a significant area (see Table 9). There are nineteen Sites of Special Scientific Interest (SSSI) within, or partly within, the borough. However, SSSIs are just a representative sample of the very best sites and they protect only a very small proportion of the borough's key habitats.

Table 9: Statutory designated sites in Basingstoke and Deane (as at 31 March 2019)<sup>64</sup>.

<b>Designation</b>	<b>Site Name</b>	<b>Area (ha) within district</b>
NNR	Ashford Hill	23.39
LNR	Chineham Woods	9.17
LNR	Daneshill Park Woods	4.43
LNR	Herbert Plantation	25.60
LNR	Pamber Forest	190.13
LNR	Popley Ponds	1.44
LNR	The Mill Field	11.68
LNR	Up Nately	2.83
SSSI	Ashford Hill Woods and Meadows	141.55
SSSI	Bere Mill Meadows	10.27
SSSI	Burghclere Beacon	80.67
SSSI	Butter Wood	45.31
SSSI	Duncroft Farm Pit	0.12
SSSI	East Aston Common	0.53
SSSI	Greenham and Crookham Commons	0.46
SSSI	Greywell Tunnel (Basingstoke Canal)	0.11
SSSI	Highclere Park	69.58
SSSI	Hook Common and Bartley Heath	6.55
SSSI	Ladle Hill	10.50
SSSI	Mapledurwell Fen	0.42
SSSI	Micheldever Spoil Heaps	26.73
SSSI	Old Burghclere Lime Quarry	4.51
SSSI	Pamber Forest and Silchester Common	341.72
SSSI	River Test	41.86
SSSI	Ron Ward's Meadow with Tadley Pastures	11.51
SSSI	Sidley Wood	11.72
SSSI	Stanford End Mill and River Loddon	1.84
SSSI	West Woodhay Down	0.46

<sup>64</sup> HBIC, Monitoring Change in Priority Habitats, Priority Species and Designated Sites 2018/19, 2019

Table 10: Condition of SSSIs in Basingstoke and Deane (as at 31 March 2019) <sup>65</sup>.

Condition	2018/19 BDBC area (ha)	2017/18 BDBC area (ha)	2016/17 BDBC area (ha)	Change in area (ha)
Favourable	488.7	488.77	279.36	209.34
Unfavourable Recovering	243.25	283.75	491.71	248.46
Unfavourable no Change	30.79	30.77	32.46	1.67
Unfavourable Declining	2.87	2.87	2.87	0.00
Part Destroyed				
Destroyed				
<b>Grand Total</b>	<b>765.68</b>	<b>806.16</b>	<b>806.39</b>	<b>40.71</b>

- 7.41 Table 10 indicates that much of the SSSI that was in an unfavourable / recovering condition has improved to be in a favourable condition. Overall, at least 95% of the SSSI's in Basingstoke and Deane are in favourable, or unfavourable but recovering, condition.

*Non-statutory designations – Local designations*

- 7.42 In addition to the statutory designated sites, there are over 780 designated Sites of Importance for Nature Conservation (SINCs) across the borough (see Table 11), which is a non-statutory designation for sites of county importance in terms of the habitat or species that they support. These sites are also protected by Policy EM4 of the Adopted Local Plan 2011-2029. The most extensive area of priority habitat within the borough is lowland mixed deciduous woodland, a lot of which is also ancient. Details of the priority habitats across the borough are shown in Table 12<sup>66</sup>. In summary, there has been a small gain in priority habitat of 5ha. An increase in the area for arable Field Margins is due to new survey information.

Table 11 Extent of priority habitats and designated sites (as at 31 March 2019) <sup>67</sup>.

Designated Sites	2018/19 BDBC (ha)	2017/18 BDBC (ha)	2016/17 BDBC (ha)	Change In area (ha)
Statutory sites combined	n/a	644	645	n/a
SINC	n/a	4,263	4,246	n/a
<b>Total combined</b>	<b>4,913</b>	<b>4,871</b>	<b>4,855</b>	<b>58</b>

<sup>65</sup> HBIC, Monitoring Change in Priority Habitats, Priority Species and Designated Sites 2018/19, 2019

<sup>66</sup> HBIC, Monitoring Change in Priority Habitats, Priority Species and Designated Sites 2018/19, 2019

<sup>67</sup> HBIC, Monitoring Change in Priority Habitats, Priority Species and Designated Sites 2018/19, 2019

Table 12: Extent of priority habitats in Basingstoke and Deane (as at 31 March 2019)

Priority Habitat	Comments on Status	2018/19 BDBC area (ha)	2017/18 BDBC area (ha)	2016/17 BDBC area (ha)	Change in area (ha) 2016-2019
<b>Grasslands</b>					
<b>Lowland Calcareous Grassland</b>	Comprehensive	231	222	222	9
<b>Lowland Dry Acid Grassland</b>	Comprehensive. Some overlap with Lowland Heath	24	24	24	0
<b>Lowland Meadows</b>	Comprehensive. Some overlap with Coastal and Floodplain Grazing Marsh and with Wood-Pasture and Parkland.	148	152	152	[4]
<b>Purple Moor Grass and Rush Pastures</b>	Comprehensive. Some overlap with Coastal and Floodplain Grazing Marsh.	38	34	34	4
<b>Heathlands</b>					
<b>Lowland Heathland</b>	Comprehensive. Some overlap with Lowland Dry Acid Grassland.	180	180	180	0
<b>Woodland, wood-pasture and parkland</b>					
<b>Lowland Beech and Yew Woodland</b>	Not comprehensive. On-going work to distinguish from Lowland Mixed Deciduous Woodland in old surveys.	8.6	8.6	9	[0.4]
<b>Lowland Mixed Deciduous Woodland</b>	Ongoing work as all ancient/ non-ancient woodland has been included yet not all has been surveyed for qualifying NVC types.	6,269	6,278	6,272	[3]
<b>Wet Woodland</b>	Fairly comprehensive. Areas will exist in LMDW that are not yet surveyed for qualifying types.	419	417	417	2

<b>Wood-Pasture and Parkland</b>	Not comprehensive. Further work needed to classify this habitat within historic parkland.	522	506	506	16
<b>Arable, orchards and hedgerows</b>					
<b>Arable Field Margins</b>	Incomplete. Figures only show SINCs on arable land designated for rare arable plants.	[27.4]	[26.3]	[26.3]	[1.1]
<b>Hedgerows</b>	No comprehensive information for Priority hedgerows. All hedgerows mapped as linear features (km).	[2,712]	[2,712]	[2,712]	0
<b>Traditional Orchards</b>	Work to be undertaken to incorporate areas recently identified by PTES under contract to NE.				
<b>Open waters</b>					
<b>Eutrophic Standing Waters</b>	No comprehensive information yet available.	0.1	0.1	0	[0.1]
<b>Rivers</b>	Incomplete data. Approx. figures for Chalk Rivers only, calculated from EA's River GIS layer (km).	[101]	[101]	[101]	0
<b>Wetlands</b>					
<b>Coastal and Floodplain Grazing Marsh</b>	Work ongoing to verify all qualifying grazing marsh. Some overlap with Lowland Meadows and with Purple Moor Grass and Rush Pastures.	799	812	812	[13]
<b>Lowland Fens</b>	Comprehensive.	3	3	3	0
<b>Reedbeds</b>	Not comprehensive.	2.0	2.0	2	0
<b>Total</b>		<b>8,644</b>	<b>8,639</b>	<b>8,633</b>	<b>11</b>

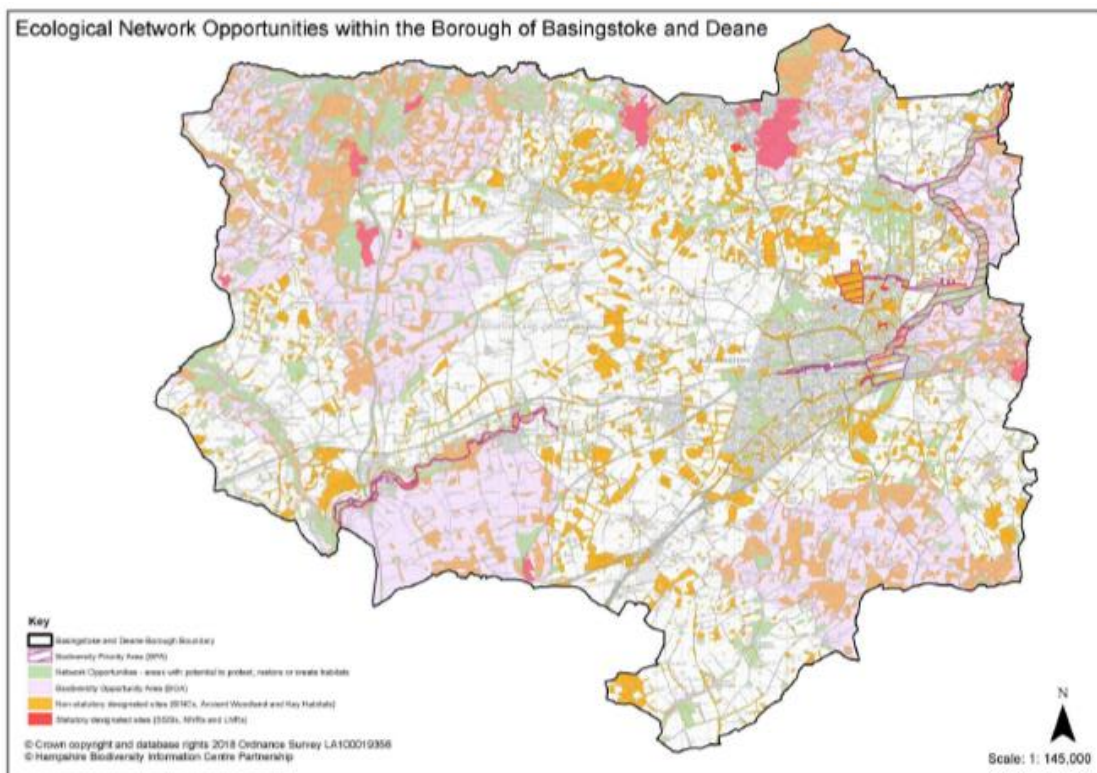
7.43 In addition to designated sites and key habitats, additional areas have been identified as having the potential to restore or create key habitat types:

**Biodiversity Opportunity Areas (BOAs)** have been identified across South-East England to provide a landscape-scale framework for delivering the maintenance, restoration and creation of wildlife habitats (Figure 39).

**Biodiversity Priority Areas (BPAs)** are identified in the council's Green Infrastructure Strategy and are based on the borough's two main river corridors the River Test and the River Loddon. Within these areas the council is working with others to directly create and restore habitats.

An **Ecological Network Map** for the borough has been produced by the Hampshire Biodiversity Information Centre on behalf of the Hampshire Local Nature Partnership. It consists of areas identified as being suitable for habitat creation (Figure 39).

Figure 39: Ecological Network Opportunities within the Basingstoke and Deane<sup>68</sup>.



<sup>68</sup> Hampshire and Isle of Wight Local Nature Partnership and HBIC, within Landscape and Biodiversity SPD, 2018.

## *Trees*

- 7.44 It is estimated that within the borough there are over 10,000 hectares of trees representing 16% of the total land. It is estimated that there are over 85,000 trees in our streets and council-owned green spaces, with many more in residential gardens and woodlands. This highlights the importance of the tree resource and how it shapes our landscape, towns and villages.
- 7.45 Trees, woodlands and hedgerows offer many environmental benefits. They capture significant levels of carbon dioxide whilst providing oxygen, and therefore will play an important role in addressing climate change and moving the borough towards its ambitious target of becoming zero carbon by 2030. Trees remove pollution from the air and improve the quality of water, whilst also providing food and shelter for wildlife including bats, birds and insects. Visually, trees and woodlands often form significant landscape features, being seen across a wide area. In urban areas they can be important historic features but also help to soften the built form and provide more desirable places to live and work. In rural areas they provide a character to the landscape and contribute to the mosaic of land use and habitats. All the above has a direct positive impact on our health and wellbeing and demonstrates the importance of maintaining a healthy and diverse tree resource.

## *Ancient woodland*

- 7.46 There are over 3,400 ha of semi-natural ancient woodland across the borough<sup>69</sup>. Approximately 15% of Hampshire's woodland is ancient deciduous woodland, however the total area of ancient woodland in Hampshire is unknown as much of it occurs as unmanaged woodland. Across Hampshire, deforestation has resulted in loss or degradation of habitats, particularly ancient woodland. The species characteristics of ancient woodlands are widespread and such habitats are increasingly rare in the UK making a very large number of the species they support of international or national conservation concern. Additionally, ancient woodlands are particularly vulnerable to visitor pressures as part of recreation and tourism<sup>70</sup>.

## **Overview of likely trends without an update to the Local Plan**

- 7.47 Additional development and population is anticipated to result in the increased use of resources such as land, water and energy – the extent to which this is moderated by any improved efficiencies in existing and new development and infrastructure is uncertain. However, planning policies, including site allocations, that prioritise use of previously developed land over greenfield sites and ensure sustainable development that makes efficient use of land, can reduce the impact. Local policies that result in reduced energy and water

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<sup>69</sup> BDBC Living Landscapes (2014)

<sup>70</sup> Biodiversity Action Plan for Hampshire: Volume 1 , 1998

use can counteract some of the increases in resource use as a result of the increased population.

- 7.48 Whilst many environmental designations are protected by other legislation, planning guidance needs to set out how new development can be accommodated whilst protecting these assets and designations. Revisions to national legislation, such as the requirement for net gains in biodiversity, need to be implemented through changes at a local level. A strategic approach to mitigation is required to address the impact of new development on protected nature conservation sites such as the Thames Basin Heaths and Solent protected sites in order to avoid development being stalled. The Local Plan is also required to steer development away from areas that are vulnerable to flooding, with these areas likely to be more widespread as a result of climate change. Ensuring that new development can be provided whilst maintaining, or improving water quality in line with Water Framework Directive obligations and the Habitats Regulations requires assessment, guidance and monitoring through the planning process. This is currently a particular issue for discharges to the River Loddon and is likely to continue to be so for new development around Basingstoke, as well as for discharges in the River Test and Itchen catchments that are required to be nitrate-neutral to protect wildlife sites in the Solent.

### **Summary of baseline data and key issues for Natural Environment**

- The natural environment is a key asset of the borough
- A significant proportion of the borough is countryside, with distinctive and high quality landscape character areas including the North Wessex Downs AONB. Potential impact of new development on the distinctive landscape areas.
- The borough supports a wealth of biodiversity, including designated and non-designated features. There are over 850 protected or notable species.
- Ensuring the retention, management and creation of robust habitats that will be able to cope/adjust to the impacts of climate change will be a challenge to be addressed
- Pressure on greenfield land (and potentially agricultural land) from new development given the relative shortage of available previously developed land for redevelopment
- The River Test and River Loddon are high quality chalk rivers, therefore requiring special protection for both water quality and ecology
- Although only a small percentage of the land area is within floodplain, parts of the borough are vulnerable to groundwater, surface water and sewer flooding.
- The borough is within a region that is 'water stressed' and therefore water efficiency measures are required.
- There are internationally designated wildlife sites outside of the borough that need to be protected from the impacts of new development within the borough, including those in the Solent and Thames Basin Heaths.
- The air quality of the borough is generally good and should be maintained and improved where possible, particularly in certain high density traffic locations in the borough
- Trees and hedgerows, including Ancient Woodland, are extensive in the borough and are a valued asset due to their varied benefits including carbon lock up, supporting biodiversity and greening urban areas.
- The borough has a good range of green infrastructure assets including open spaces. Issues to be addressed include: differing priorities of wildlife and people; impact of new development and biodiversity loss; accessibility and poor linkages.

## 8 Sustainability

- 8.1 Whilst the title of this theme would usually cover economic, environmental, and social issues, for the purpose of Horizon 2050 on which the structure of this document is based, it primarily refers to climate change and resources, and this will be the focus of this section.

<b>Key documents / sources</b>
NPPF and PPG
BDBC Adopted Local Plan 2011-2029
BDBC Council Plan 2020-2024
Climate Change Act 2008
Paris Agreement, UN, 2015
Hampshire Climate Emergency 2019
BDBC Climate Emergency 2019
BDBC Climate Change Strategy 2014 to 2020 (2017 update)
Local Authority Carbon Dioxide Emissions Estimates 2015, Department for Business, Energy & Industrial Strategy
North Hampshire Renewable Energy and Low Carbon Development Study, 2010
Sub-national electricity consumption statistics 2005 to 2017, Department for Business, Energy & Industrial Strategy
Regional and local authority gas consumption statistics: 2005 to 2017, Department for Business, Energy & Industrial Strategy
Energy Consumption in the UK, 2019, Department for Business, Energy & Industrial Strategy
Hampshire Minerals and Waste Plan 2013
Design and Sustainability SPD (2018)

### *NPPF and PPG (Climate Change)*

- 8.2 The NPPF and PPG requires the planning system to support the transition to low carbon use by reducing greenhouse gases, encouraging the reuse of resources and supporting renewable and low carbon energy. National planning guidance also requires plans to take a proactive approach to mitigating and adapting to the implications of climate change.

### *Horizon 2050 (H2050)*

- 8.3 H2050 sets the vision for a more sustainable and resource-efficient future. Carbon emissions will be reduced through lower consumption of fossil fuels and increased use of renewable energy, which is well supported by residents. H2050 also expressed a desire for the council to set exemplary sustainability standards in terms of energy, waste, housing and infrastructure. Consultation on H2050 showed clear support for renewable energy technologies from residents, with the majority prepared to switch to a renewable energy source.

*Climate Change Act 2008 and the Council's declaration of a climate emergency*

- 8.4 The Climate Change Act 2008 introduced the UK's first legally binding target for 2050, to reduce greenhouse gas emissions by at least 80% compared to 1990 levels. Further to Parliament declaring a Climate Emergency in May 2019 this target was amended to be 100% reduction on 1990 levels by 2050, alternatively known as becoming Net Zero. The council subsequently declared a Climate Emergency in July 2019, recognising the urgent need to take action to tackle this issue through the council's own work, its partners and in its communities. Amongst other actions and targets, it has set a target for the council to be carbon neutral by 2025 and the borough to be carbon neutral by 2030. Whilst the Council's adopted Climate Change Strategy contains a number of pledges aimed at reducing carbon emissions and preparing for climate change, the Council is currently working on a Climate Change and Air Quality Strategy which will contain actions to achieve the targets set out in the declaration of the Climate Emergency.

*BDBC Council Plan 2020-2024*

- 8.5 One of the Council Plan priorities is to protect and enhance the environment, which includes responding to the Climate Emergency and becoming a net zero carbon council by 2025. Furthermore, it is recognised that the council has a duty to tackle climate change through all areas of the Council Plan in response to the Emergency declaration. It commits to increasing recycling and sending no waste to landfill, as well as starting to deliver clean energy. It also includes promoting more sustainable and better transport options and connections.

*BDBC Adopted Local Plan 2011-2029, and Design and Sustainability SPD*

- 8.6 Policies within the Adopted Local Plan seek to minimise and make efficient use of energy and natural resources, as well as supporting the use of renewable and low carbon energy.
- 8.7 The council has adopted Design and Sustainability Supplementary Planning Document that recognises the sustainability principles underpinning urban design and seeks to ensure that the sustainability and resilience of buildings is improved through techniques such as passive solar gain, incorporating renewable energy and water efficiency technologies, green roofs and the use of sustainable drainage systems.
- 8.8 It is proposed that the Local Plan Update embeds climate change goals throughout and ensures that policies relating to new development achieve the highest possible standards in terms of energy consumption and climate change adaption in order to meet the council's targets.

8.9 The government is consulting on plans for the Future Homes Standard as part of revisions to the Building Regulations, including proposed options to increase the energy efficiency requirements for new homes in 2020. The Future Homes Standard will require new build homes to be future-proofed with low carbon heating and world-leading levels of energy efficiency; it will be introduced by 2025.

*Climate factors*

8.10 Our climate is already changing and is projected to change even more significantly over the next century, with average annual temperatures rising by up to 5°C by 2080. By the 2050s the chance of hot summers like the one experienced in 2018 will be of the order of 50%. For Hampshire specifically, climate change means hotter, drier summers, warmer, wetter winters and an increase in incidents of severe weather such as storms and flooding.<sup>71</sup>

8.11 Flooding events, such as those experienced in Hampshire in 2013/2014, and other climate events such as the 2004–06 drought and the 2003, 2018 and 2019 heatwaves, have shown how climatic events can have a major impact on households (including people’s health), businesses, critical infrastructure (such as roads, railways, water treatment works or electricity generation) and vulnerable sections of society (such as the elderly and/or those in poor health), as well as having significant environmental and economic impacts.<sup>72</sup>

8.12 A summary of some of the projected outputs from the UK Climate Impacts Programme (UKCIP) 18 is provided below (Table 13), using a high emissions scenario which is based on current emission levels. This shows a significant increase in average temperatures throughout the year, and more extreme seasonal changes in precipitation (increase in the winter, decrease in the summer).

Table 13: UK Climate Change Impacts Programme (UKCIP)18 outputs for the South-East region<sup>73</sup>.

		Very unlikely to be less than	Central estimate	Very unlikely to be more than
Increase in Mean Temperature by 2070 in the high emissions scenario	Summer	0.9°C	3.9°C	6.4°C
	Winter	0.7°C	3.0°C	4.2°C
Change in Mean Precipitation by 2070 in the high emissions scenario	Summer	-47%	-22%	2%
	Winter	-1%	22%	35%

<sup>71</sup> Hantsweb: Climate resilience and adaptation

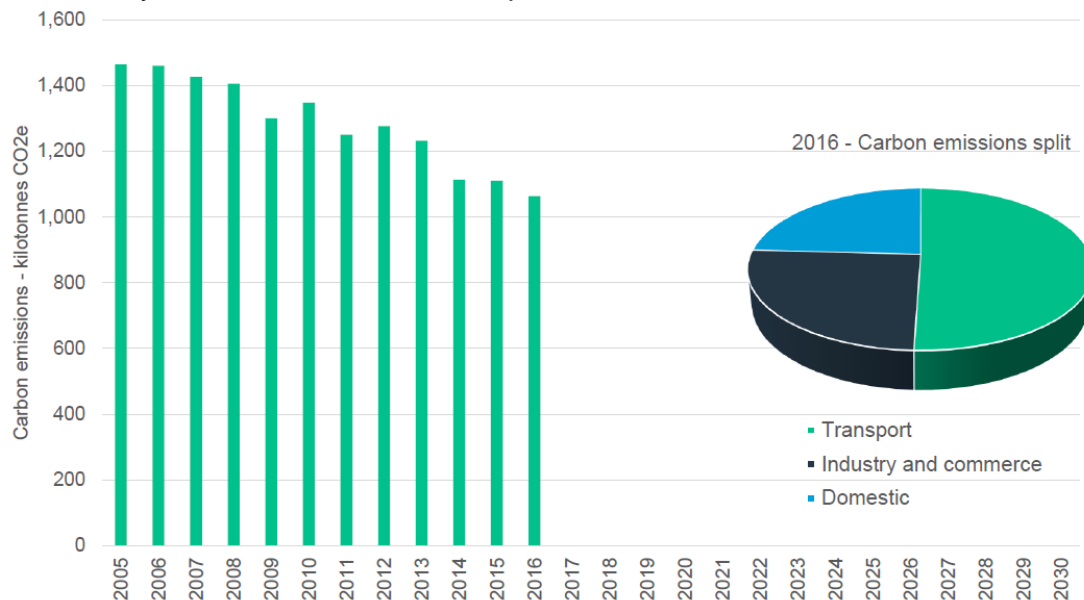
<sup>72</sup> HIPOG Climate Change Adaptation Guidance, 2019

<sup>73</sup> HIPOG Climate Change Adaptation Guidance, 2019

## Carbon emissions

- 8.13 In terms of emissions within the borough, the key source of carbon is from transport (both locally derived and that passing through the borough), with broadly a quarter of emissions each from industry and domestic sources (see Figure 40 and Chapter 9). The latest available information dated 2017 shows borough-wide, emissions amount to just over 1,000 kilotonnes (or 1 million tonnes). Emissions in the borough have generally been declining over the past 10 years. This is primarily the result of improved energy efficiency in homes (e.g. LED lights and improvements in appliances) and greening of the grid (i.e. greater use of renewable energy instead of fossil fuels). However, progressing from a position of around 1,000 kilo-tonnes in recent years to a neutral position in 2030 will be challenging and the borough council will need to play a key role in respect of lobbying and partnership working to ensure that this is achieved.

Figure 40: Carbon emissions in Basingstoke and Deane 2005-2016, Report to Community, Environment Partnerships Committee, December 2019.



## Resource consumption

### Electricity and gas

- 8.14 Across England, domestic gas and electricity usage has decreased (per consumer) since 2005 (see Figures 41 and 42). In the South East (including Basingstoke and Deane) electricity usage is higher than the England average, however gas consumption is slightly less in the South East than in England as a whole and even lower in Basingstoke and Deane<sup>74</sup>.

<sup>74</sup> Energy Consumption in the UK, BEIS 2019

Figure 41: Mean domestic electric consumption per consumer, 2005-2017<sup>75</sup>.

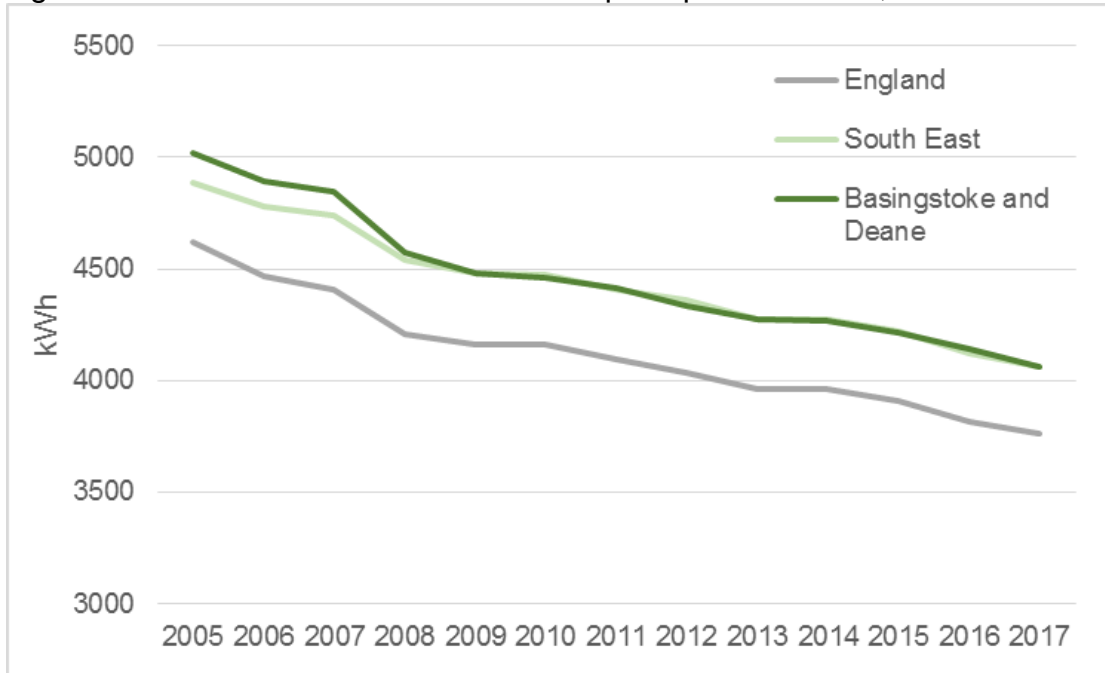
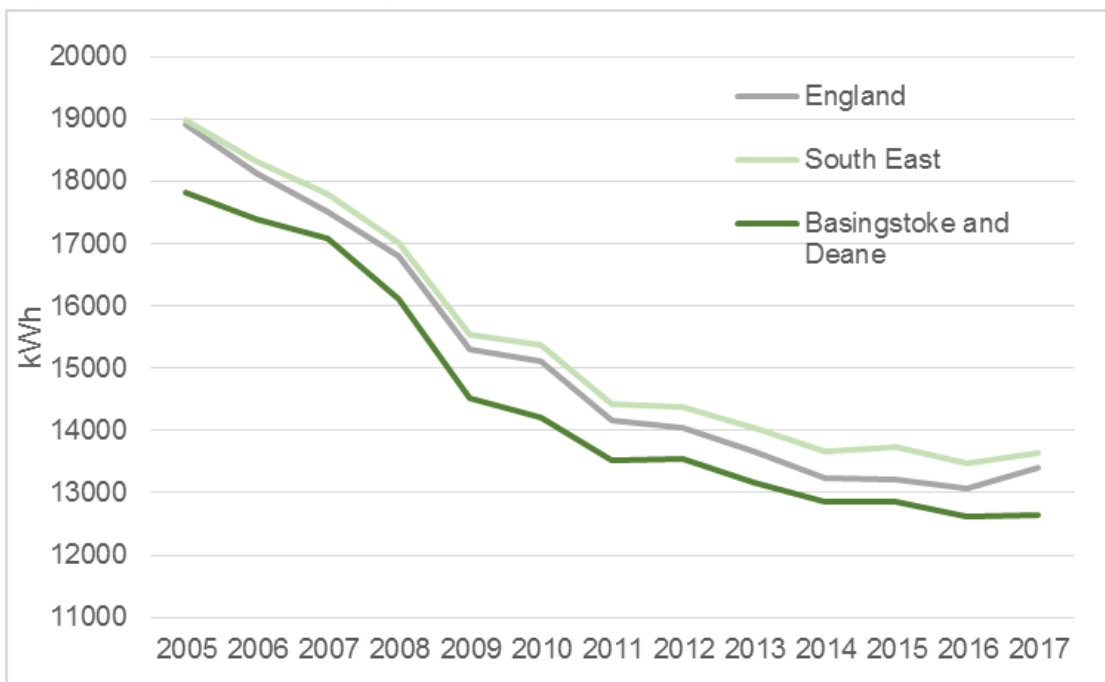


Figure 42: Mean domestic gas consumption per consumer, 2005-2017<sup>76</sup>.



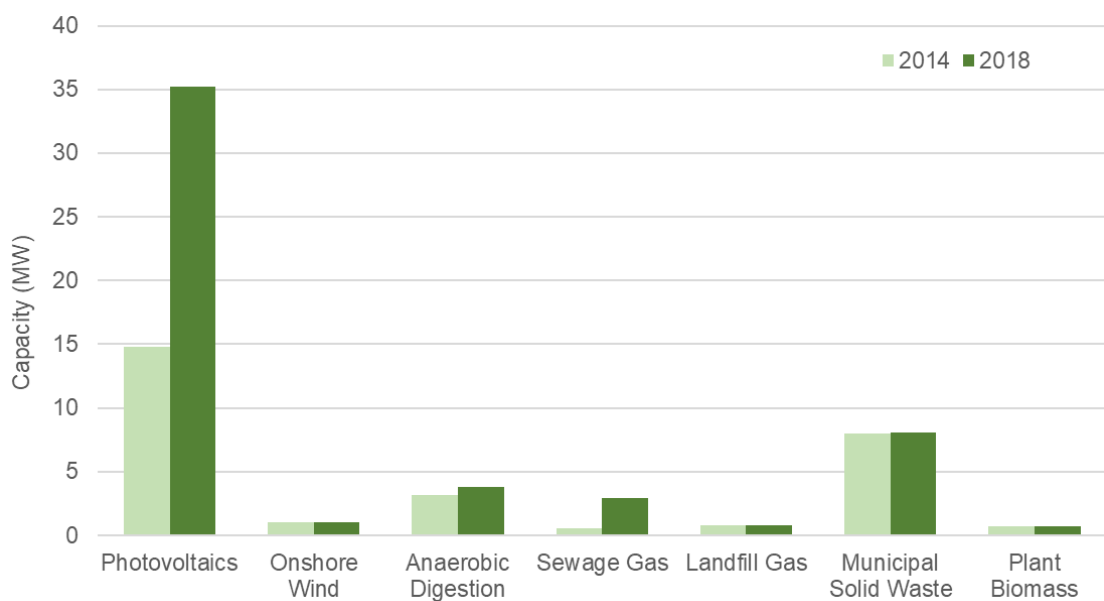
<sup>75</sup> Energy consumption in the UK 2018, DfBEIS 2018

<sup>76</sup> Energy consumption in the UK 2018, DfBEIS 2018

## Renewable Energy

- 8.15 The Climate Change Act (2008), the Directive to promote Electricity from Renewable Sources (2009/28/EC) and the NPPF encourage renewable energy and low-carbon energy sources, and this will also play an important role in addressing Climate Change at a local level.
- 8.16 Figure 43 below shows the installed capacity for renewable electricity production for different energy production methods. The borough has no production in hydro-electricity, offshore wind or wave/tidal production due to being inland, and no animal biomass or co-firing<sup>77</sup>.

Figure 43: Renewable electricity Installed Capacity (MW) in Basingstoke and Deane, 2014 and 2018.



- 8.17 The scale of potential from different renewable energy sources across North Hampshire has been assessed in the North Hampshire Renewable Energy and Low Carbon Study (see Figure 44). Table 14 summarises the key renewable energy sources identified for Basingstoke and Deane.

<sup>77</sup> DEFRA - renewable electricity by local authority 2014-2018.

Figure 44: Renewable energy opportunities within the borough<sup>78</sup>:

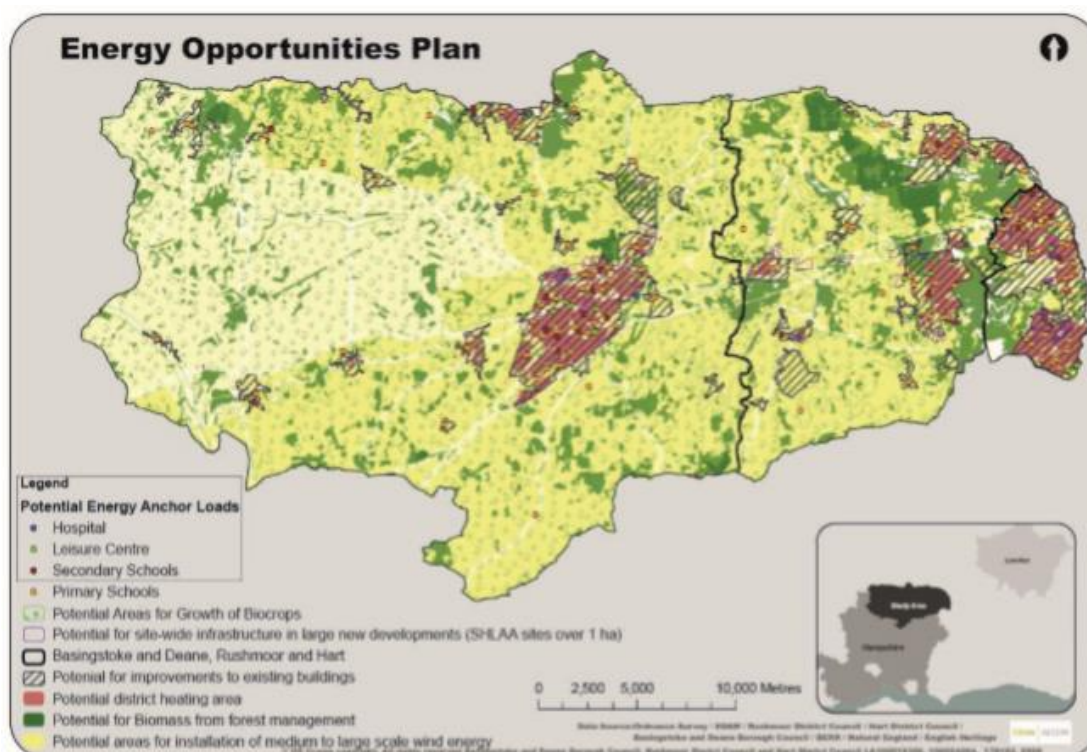


Figure E7: Energy Opportunities Plan for North Hampshire

Table 14: Summary of low carbon and renewable energy resource in Basingstoke and Deane<sup>79</sup>.

Technology	Resource
Large Scale Wind	Significant resource identified
Medium Scale Wind	Significant resource identified
Biomass for Direct Combustion	Significant resource identified across North Hampshire
Biomass for Anaerobic Digestion	Significant resource identified across North Hampshire
District Heating with CHP	Significant resource identified
Micro-generation in Existing Development	Significant resource identified
On-Site generation in New Development	Significant resource identified
Hydro Energy	No resource identified
Energy from Waste	Existing Utilisation
Energy from Sewage	Consideration outside scope of study
Geothermal Energy	No resource identified

8.18 Policy EM8 of the Adopted Local Plan supports renewable energy developments in principle, and the Design and Sustainability SPD encourages

<sup>78</sup> North Hampshire Renewable Energy and Low Carbon Development Study, 2010

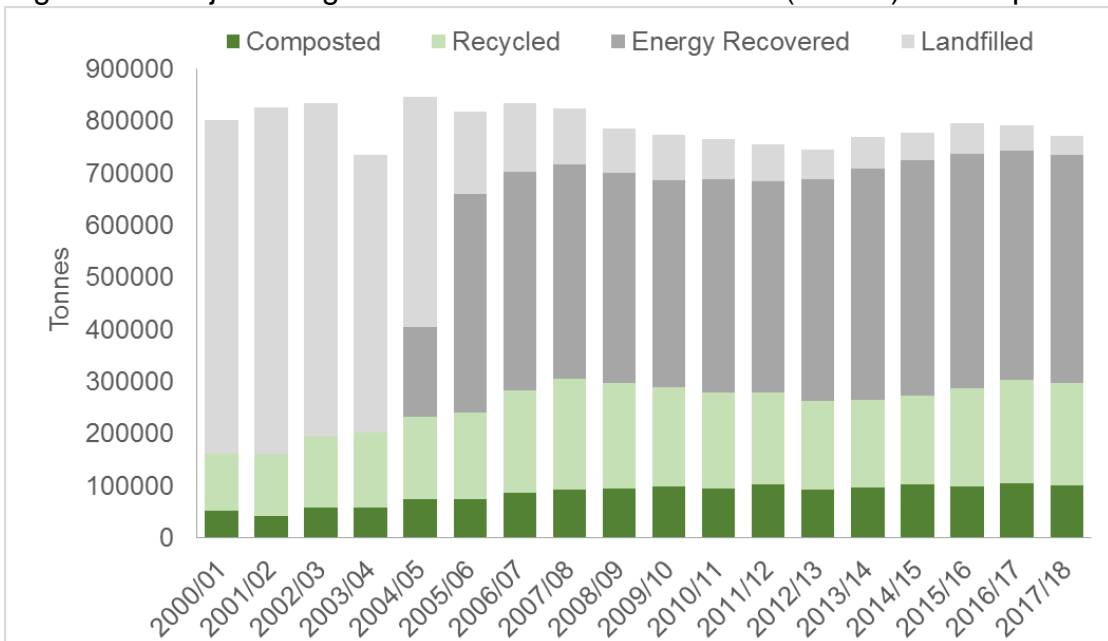
<sup>79</sup> North Hampshire Renewable Energy and Low Carbon Development Study, 2010

the use of renewable energy technologies within new developments. Since monitoring of these policies (2016), there have been no planning permissions for commercial renewable energy schemes, and two permissions for small scale renewable energy projects. The council is supportive of renewable energy in general and it is expected that it will play a role in meeting the councils Climate Emergency targets.

### Waste

- 8.19 Increased pressure on waste services is coming from waste growth due to housing development and economic growth. There is a National recycling target of 50% (as set by the Waste Framework Directive) from 2020. Hampshire aims to meet the Government’s goal of a ‘zero waste economy’ by sending zero waste to landfill. The proportion of waste going to landfill in Hampshire has reduced dramatically as a result of the increases in recycling and energy recovery, and Hampshire now has the lowest proportion of waste sent to landfill (5%) than any other county in the UK<sup>80</sup> (see Figure 45). The infrastructure is not yet in place to recycle all of the remaining waste<sup>81</sup>.

Figure 45: Project Integra: Household waste treatment (tonnes) in Hampshire



- 8.20 The borough council monitors waste performance on a quarterly basis. The annual results from recent years are presented in Table 15. Whilst the amount of waste per household/population is decreasing, the proportion of waste recycled has also decreased in recent years.

<sup>80</sup> <https://www.hants.gov.uk/wasteandrecycling/projectintegra/performance>

<sup>81</sup> Hampshire Minerals and Waste Plan 2013

Table 15: Council KPI Waste Performance Data 2017 – 2020.

	2017/18	2018/19	2019/20 YTD (Q3)
Increase (%) in household waste recycled (year on year)	2.42%	-0.11%	-7.91%
Kg of waste per household (monthly average per quarter)	49.16	49.43	47.91
KG of waste per head of population (monthly average per quarter)	20.90	21.02	19.81

#### *Recycling Household Waste*

- 8.21 There is one Household Waste Recycling Centre in Wade Road, Basingstoke and 85 recycling sites across the borough. Chineham Energy Recovery Facility to the east of Basingstoke processes non-recyclable household waste and recovers heat energy from the waste to generate up to 8MWs of electricity.

#### **Overview of likely trends without an update to the Local Plan**

- 8.22 Climate change will result in higher temperatures, less precipitation in the summer, and more in the winter. Increased international awareness of climate change and its impacts have resulted in changes to national and local targets which needs to be endorsed through relevant plans and programmes, including the Local Plan Update, to minimise climate change as a result of greenhouse gas emissions and ensure appropriate mitigation and adaptation mechanisms. Addressing climate change will need to be a key thread running through all aspects of the plan including site allocations, transport, biodiversity, flooding, renewable energy and design. The location and design of new development and opportunities for sustainable travel play a long term role in minimising carbon emissions.

### **Summary of Baseline data and Key Issues for Sustainability (Climate Change)**

- Climate change will result in higher temperatures, less precipitation in the summer, and more in the winter. This is likely to have a range of impacts on the natural and built environment, with implications for human health. Water resources and flooding may be particularly affected across the borough. The main contributors to carbon emissions in the borough are transport, followed by homes, and industrial uses. The council has set an ambitious target for the borough to be carbon neutral by 2030
- Additional development and a rising population is likely to increase the use of resources such as land, materials, water, as well as generating increased waste and pollution.
- The main source of renewable energy in the borough is from photovoltaics. There is the potential for further renewable energy resources to be utilised across the borough.
- The amount of waste per household/population is decreasing, as is the amount being recycled, and a very small percentage of Hampshire's waste goes to landfill. A significant proportion is used for energy recovery.

## 9 Transport

<b>Key Documents/Sources</b>
NPPF and PPG
BDBC Adopted Local Plan 2011-2029
Basingstoke & Deane Borough's Council Plan 2020-2024
Transport for the South East, Draft Transport Strategy (Consultation Draft, October 2019)
Hampshire Local Transport Plan 2011-2031
Hampshire Cycling Strategy (2016-2021)
Hampshire Walking Strategy (2016-2025)
Basingstoke Transport Strategy 2019
Basingstoke Cycling Strategy 2018
Parking Supplementary Planning Document (2018)
Planning Obligations for Infrastructure (2018)

### *NPPF and PPG*

- 9.1 National planning guidance promotes sustainable transport including walking, cycling and public transport use whilst also requiring the potential impact of development on the transport networks and environment to be addressed and minimised. The wider benefits of sustainable transport are recognised in terms of health, air quality, congestion, and achieving climate change targets through reducing carbon emissions.

### *Horizon 2050 (H2050)*

- 9.2 H2050 seeks to achieve an efficient and rapid public transport network together with safe and quality walking and cycling routes. Whilst the continued role of private transport is recognised, encouragement will be given to new technologies, such as electric and hybrid vehicles, to minimise the environmental impact.

### *BDBC Council Plan 2020-2024*

- 9.3 The Council Plan recognises that future transport options need to evolve. It supports the ambitions of the Transport Strategy to develop a Mass Rapid Transport System for Basingstoke Town. It also supports an improvement to facilities and connections for pedestrians and cyclists, as well as road and rail links.

### *BDBC Adopted Local Plan 2020-2024*

- 9.4 Adopted Local Plan Policy CN9 seeks to minimise the need to travel, promote sustainable transport modes, improve accessibility and support the transition to a low carbon future. Within site specific policies there are also requirements for new developments to mitigate the impact of new development on the local

road network and support sustainable transport options including walking and cycling. As recognised in other sections of this document, rural accessibility to key services and facilities is important to residents and the sustainability of communities.

### *Basingstoke Transport Strategy 2019*

- 9.5 Working with Hampshire County Council and transport operators, the council has developed a Transport Strategy to address current and future challenges facing the town, including new housing developments, the redevelopment of Basing View and the Leisure Park. It recognises the role of good transport infrastructure in enabling housing and economic growth, providing a high quality of life, and supporting inclusive and accessible communities (taking into account the ageing population). The Strategy suggests a range of improvements to ensure the town remains accessible with a choice of sustainable transport options. The Enterprise M3 Strategic Economic Plan<sup>82</sup> also promotes investment in sustainable transport, and this approach will be required to improve air quality and to meet the council's ambitious carbon reduction targets in response to its declaration of a Climate Emergency.
- 9.6 The Strategy outlines future improvements, including a network of high quality and direct public transport routes across Basingstoke, along with improvements for cyclists and pedestrians, and scope to accommodate future changes in technology. The Transport Strategy suggests that there will need to be a step change in transport provision and travel behaviour if the borough is to achieve its economic potential beyond 2029. Although the Strategy focuses on the period to 2029, it also considers the longer term vision of H2050. Consultation on the Strategy highlighted the need for improved public transport, with some concerns about public transport provision in rural areas.

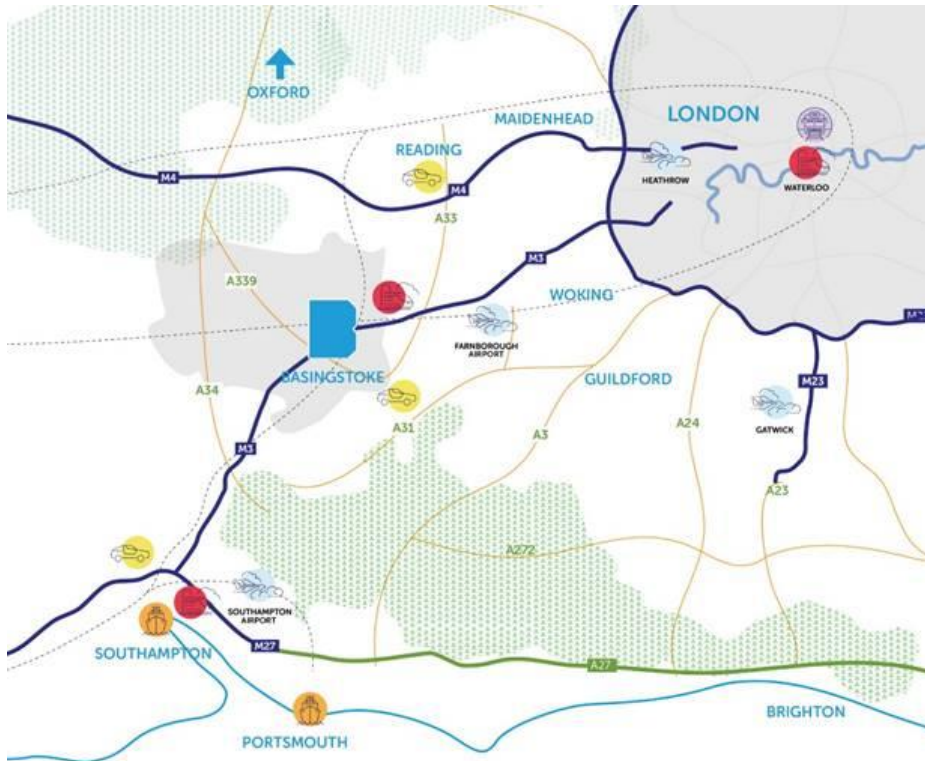
### *Overview of the borough's transport infrastructure*

- 9.7 Basingstoke is a large town that has seen very rapid expansion and growth in recent decades. Two-thirds of the borough's population live in Basingstoke. It is an important centre for employment, assisted by good strategic road and rail links (figure 46). Basingstoke has two junctions on the M3 motorway (Junctions 6 and 7, with Junction 5 only 10 minutes away). The town is also located on the A303 and is only 15 minutes from the A34, providing access to the South and Midlands. The town is based on the main Southampton to London railway line with regular trains to London Waterloo, with Reading and connections to London Paddington (and the North) less than half an hour away.

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<sup>82</sup> Enterprise M3 Strategic Economic Plan

Figure 46: The borough's strategic transport infrastructure



9.8 The borough shows a good level of 'self-containment', with a similar number of in-commuters and out-commuters (see Figure 47). Around 66% of borough residents work within the town, but almost 2,500 commute just over the boundary to AWE Aldermaston<sup>83</sup>.

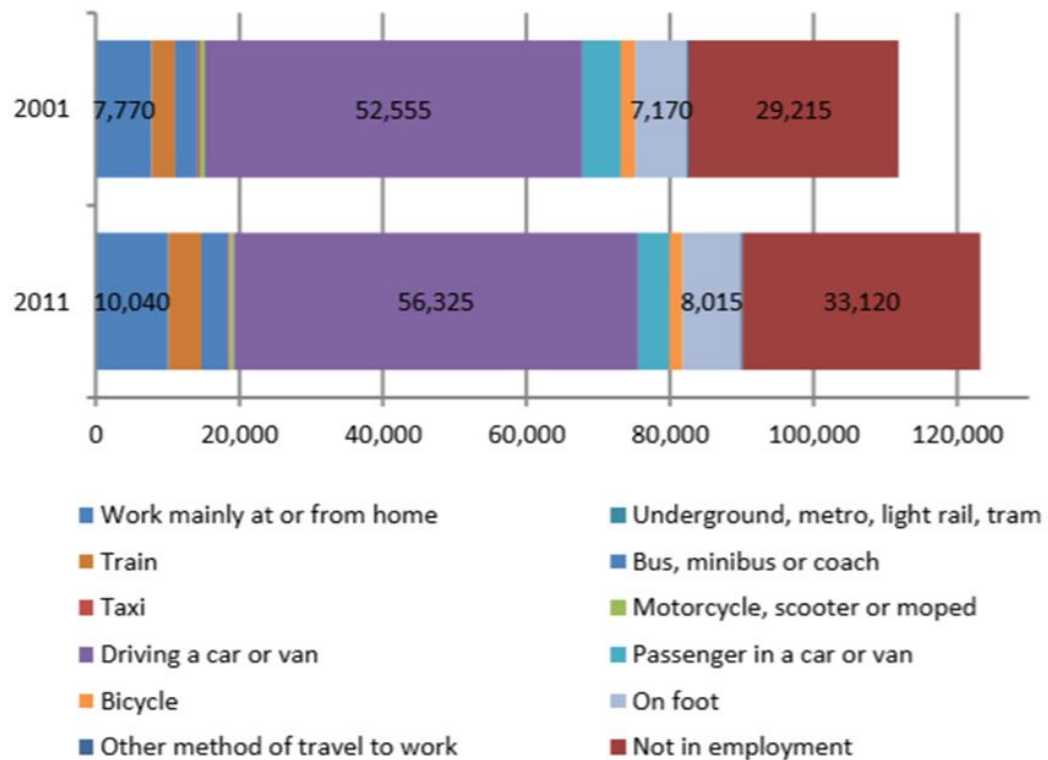
Figure 47: Commuter flows through the Borough, Census 2011.



<sup>83</sup> Census 2011

9.9 Figure 48 below shows that private transport is very much the dominant means of travel to work in the borough, although rail use is increasing. However, 15.2% of households have no access to a car or van (compared to 18.6% for the South East as a whole), whilst over 40% of households have more 2 or more cars<sup>84</sup>.

Figure 48: Method of travel to work<sup>85</sup>.



9.10 The Basingstoke Transport Strategy also includes the following facts on travel to and within Basingstoke Town, which clearly show the dominance of the car for travel to work:

- 66% of residents live and work in the town with journeys typically less than 5 miles
- Of these, 68% travel by car, 19% walk, 9% use the bus, and 4% cycle
- For people travelling in to Basingstoke for work, 84% travel by car

9.11 Past growth in Basingstoke has been accommodated by careful and comprehensive planning, with development including high capacity road systems and extensive parking provision. This has helped to support economic growth in Basingstoke and enabled the town to avoid the severity of many traffic problems experienced by neighbouring towns. However, this has also encouraged car use over other forms of travel, being both relatively

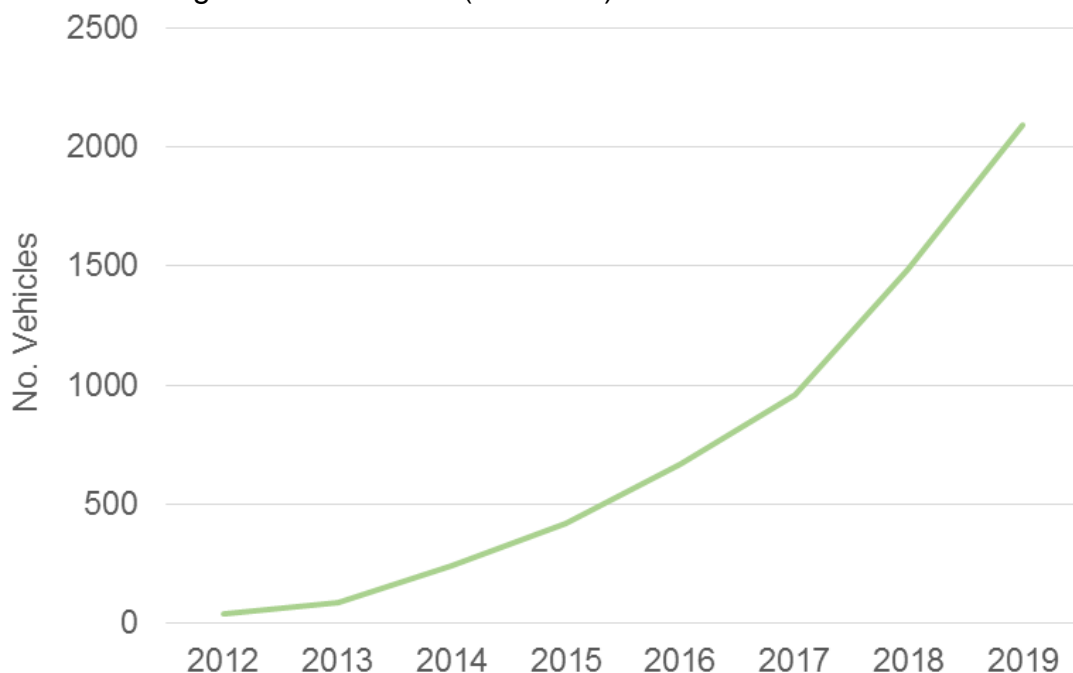
<sup>84</sup> Basingstoke Transport Strategy 2019

<sup>85</sup> BDBC Borough Profile, 2017 – ONS 2001 and Census 2011.

cheap and convenient. Use of public transport is low, particularly for journeys within the town, despite a frequent bus service between the town's residential areas and the retail / commercial core, as well as the rail station. Rail has an important role to play for longer distance trips (for example, to Reading, London and the south coast).

9.12 Figure 49 below shows that since 2012 the number of electric vehicles licensed within the borough has been increasing consistently<sup>86</sup>. This increase in the number of electric vehicles within the borough is beneficial for climate change and air pollution objectives but also highlights the need for more charging infrastructure to support the demand.

Figure 49: Number of licensed plug-in cars and light goods vehicles 2012-2019 in Basingstoke and Deane (DfT 2019).



### Road network

9.13 Overall, the road network in Basingstoke is relatively efficient when compared with similar sized urban areas. However, there are some issues:

- Basingstoke town's roads suffer from peak hour congestion with journey times typically 25% longer than outside the peaks, despite significant investment having created additional capacity in recent years.
- Eastrop roundabout has a significant impact on the overall performance of the town centre network
- Capacity on the M3 presents a future issue, with known weaving issues between junctions 7 and 8 of the motorway and a requirement

<sup>86</sup> Department for Transport statistics, Table VEH0131, 2019

to consider the impact of future development associated with the Local Plan Update on Junctions 6 and 7. This may increase the pressure for the introduction of a SMART measures beyond the existing areas.

- Capacity issues on the A33 may require changes to the A33 corridor to accommodate any future growth to the east of Basingstoke.
- There are constraints on town centre access and movement – much of the delay incurred by buses occurs with the town centre area

9.14 Furthermore, the network is expected to be approaching capacity (even with committed transport improvements) by 2029, without further investment. Traffic levels have increased in the borough and this is likely to continue, particularly with a larger population and future development. Continuation of existing travel behaviours and patterns within Basingstoke could lead to: increasing congestion, longer journey times, poor network reliability, associated negative environmental and social impacts and increased pressure for additional capacity on the local and strategic highway networks<sup>87</sup>.

## **Public Transport**

### *Trains*

9.15 The London to Southampton railway runs east-west through the borough with stations at Basingstoke, Overton and Whitchurch. Trains to Reading and beyond run on the line north from Basingstoke. Despite the availability of the rail network, there are issues around train use:

- Rail demand from Basingstoke to London is high (and predicted to grow)– peak services experience overcrowding with limited availability of seats.
- Rail connectivity with Heathrow Airport is poor with a requirement for a change of trains, with lengthy journey times. Proposals are being progressed for investment to remedy this through the western and southern rail access, albeit these are long-term projects. Crossrail 2 will also benefit the town in the longer-term.
- 55% of people access Basingstoke rail station by car. The cost of tickets and the need for multiple tickets for different services is a deterrent to undertaking multi-leg journeys by public transport.

### *Buses*

9.16 The bus network, including Centre Shuttle (which provides an accessible bus service between Basingstoke railway station, Basing View and the Leisure Park), generally provides regular, frequent and good coverage of the town, with approximately 29 bus services running each day across the area, seven days per week, operated by community transport and other operators. However, the bus services are not always considered to be a realistic or

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<sup>87</sup> Basingstoke Transport Strategy, 2019

attractive option, especially for cross town movements, for the following reasons:

- Bus journey times are typically 2 to 3 times the equivalent car journey time, with issues of reliability and punctuality
- Average bus journey speeds throughout the town are 9-11 mph

9.17 Elsewhere in the borough, the larger settlements (such as Tadley, Whitchurch, Overton, Bramley, Kingsclere and Oakley) are served by regular bus services that also visit some of the smaller settlements. Other small settlements where there are no regular buses (as these would not be commercially viable) but there is evidence of need for public transport, have Community Transport options available such as dial-a-ride or Taxishare services.

### *Cycling*

9.18 Within Basingstoke Town, the number of trips to work made by bike (3.5% of trips) is greater than elsewhere in the Borough, as would be expected given the availability of facilities for cyclists, and the shorter distances involved. The number of trips to work made by bike has increased, however, this is still some way behind larger centres elsewhere in the country, where greater congestion levels, demand management measures (for private transport) and more facilities for cyclists, have resulted in increased cycling rates<sup>88</sup>. Data collected from the 22 cycle counters across Basingstoke has identified that between 2015 and 2019 the overall 7 day 24hr average has increased by 44% which translates into an annual average increase of 32% per counter.

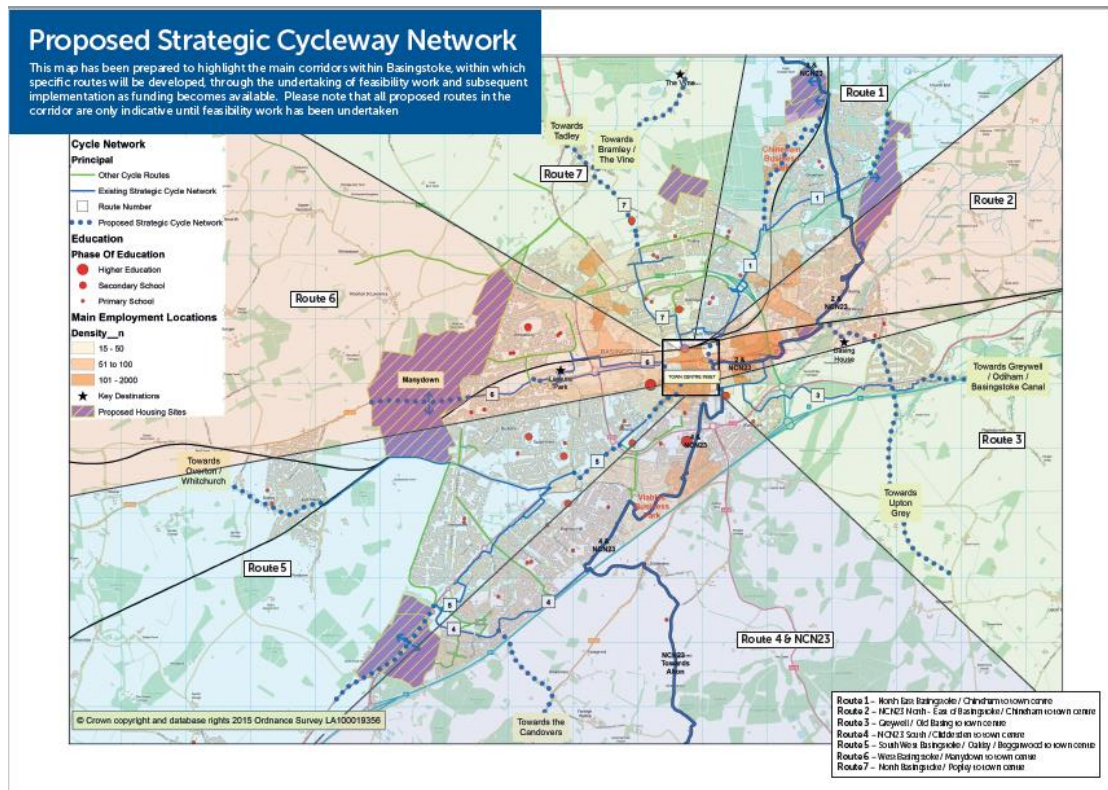
9.19 In general terms, Basingstoke town and the wider borough have a disparate, dedicated cycle network that is good in some areas, well-built, but not adequately signed to create coherent longer routes. In other areas, routes do not join up and are confusing, as a result of piecemeal delivery over time as and when new development has been built or funding has become available, in addition to the limited space available in some locations. There are particular problems of severance, evident around the major junctions associated with the ring-road and the main arterial corridors, which are not attractive for the majority of cyclists. Within the town centre, there are further issues, focussed around the railway station, The Malls, Festival Place, Basing View and “The Top of the Town” one-way system of New Road, Southern Road and connections into the wider road network. All of these barriers create difficulties for cyclists in making journeys across the town and have the effect of deterring those who would like to cycle but are reluctant to do so, due to safety concerns. Consultation on the Cycling Strategy highlighted a strong desire for more people to travel by bike, and sets out a proposed Strategic Cycleway Network (see Figure 50).

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<sup>88</sup> Basingstoke and Deane Borough Council Cycling Strategy 2016

- 9.20 More generally, the attractive countryside and availability of a network of country lanes linking historic villages offering pubs and restaurants, provides a significant asset for those who wish to cycle for leisure purposes.

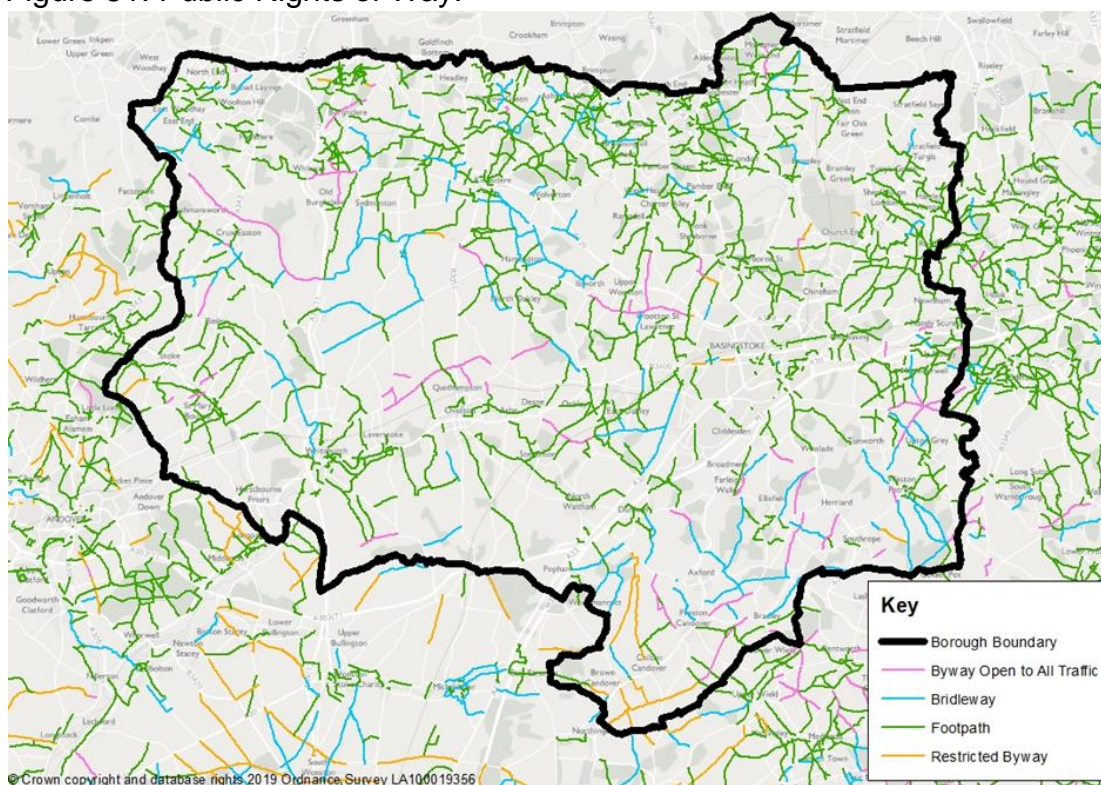
Figure 50: Proposed Strategic Cycleway Network, Cycling Strategy, 2018.



### Walking

- 9.21 Due to the historic development of Basingstoke Town being predominantly based around the car, the quality of walking routes across the town is inconsistent, with levels of walking lower than for other similar towns. The inner relief road, outer ring road, and associated subways prove to be a barrier to walking. The Transport Strategy seeks to overcome these issues to increase local walking.
- 9.22 Outside of Basingstoke Town, the extensive network of Public Rights of Way provides good access to the countryside (see Figure 51). However, due to the rural nature of many of the smaller settlements, a lack of pavements may be a barrier to walking.

Figure 51: Public Rights of Way.



## Future transport ambitions

9.23 The Transport Strategy identifies 3 priorities, 5 desired outcomes, and 7 themes to achieve these as set out in Figure 52. The desired outcomes are all of relevance to the Local Plan Update in terms of transport policies and the location and design of new developments. Two of the themes are of particular relevance to the Local Plan Update (see Table 16):

Figure 52: Transport Strategy Themes, BDBC Transport Strategy, 2019.

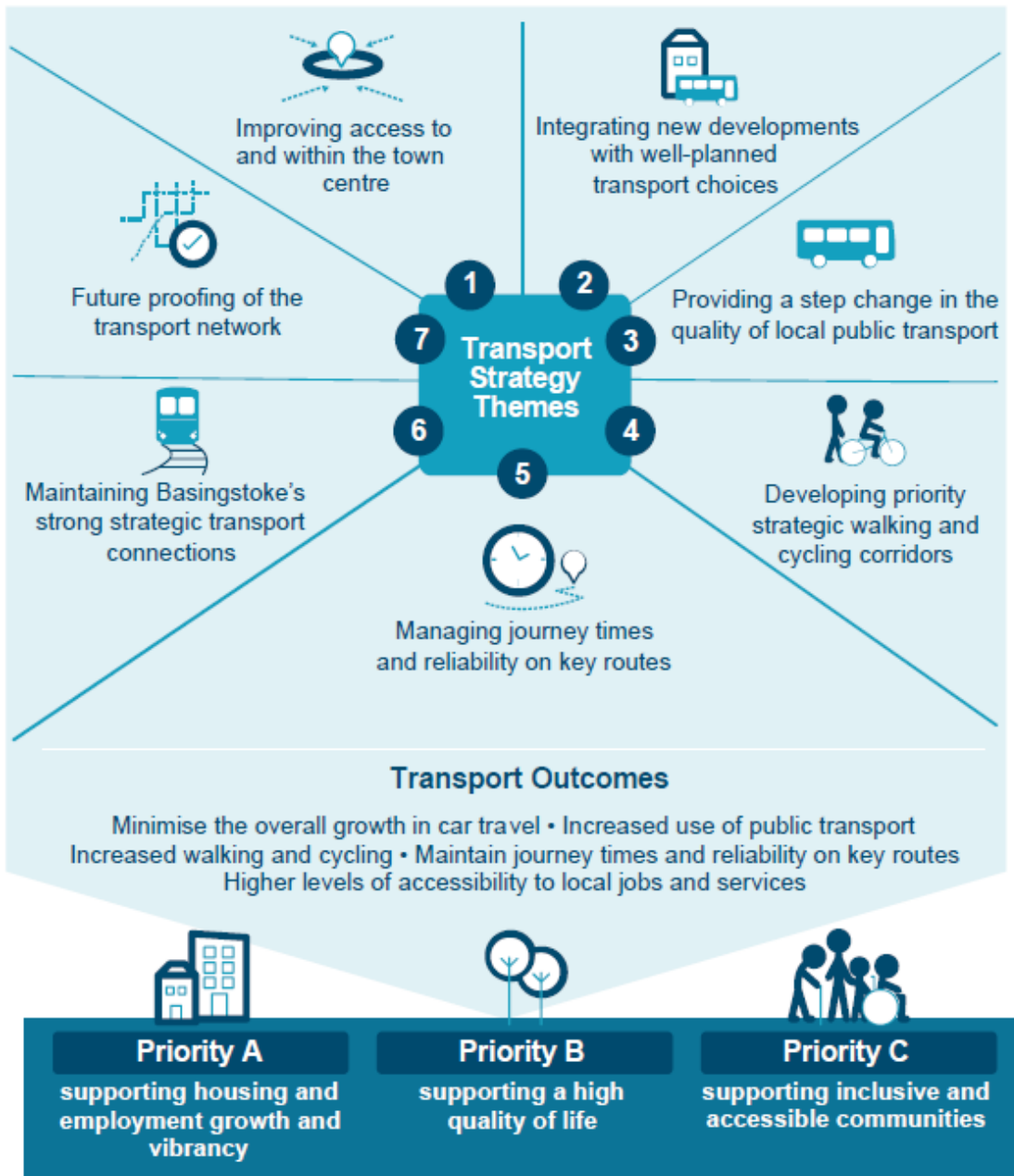


Table 16: Transport Strategy themes of particular relevance to the Local Plan Update

Theme	Relevance to Local Plan Update
Strategy Theme 2 Integrating new developments with well-planned travel choices	<p>This recognises that new developments on the edge of Basingstoke are harder to serve by public transport and involve increased walking and cycling distance to key destinations. Local Plan policies will therefore have a key role in achieving this aim by:</p> <ul style="list-style-type: none"> <li>Ensuring that new development have the right infrastructure to mitigate impacts on the road network (Figure 53 shows</li> </ul>

	<ul style="list-style-type: none"> <li>• Planning for sites of a sufficient size and form to support viable new public transport services</li> <li>• Ensuring new developments are supported by travel plans</li> <li>• Developing a network of high quality cycle and pedestrian routes to link with new development</li> <li>• Planning for new highways infrastructure to the west of town, in particular with regards to the Manydown development</li> </ul>
<p>Strategy Theme 3 Increased public transport</p>	<p>This includes the development of a Mass Rapid Transit system, based on the development of a network of high quality public transport corridors. It needs significant investment, forward planning and commitment, and may need land to be protected for future improvements (Figure 54)</p>

Figure 53: Planned and potential future highway improvements, BDBC Transport Strategy, 2019.

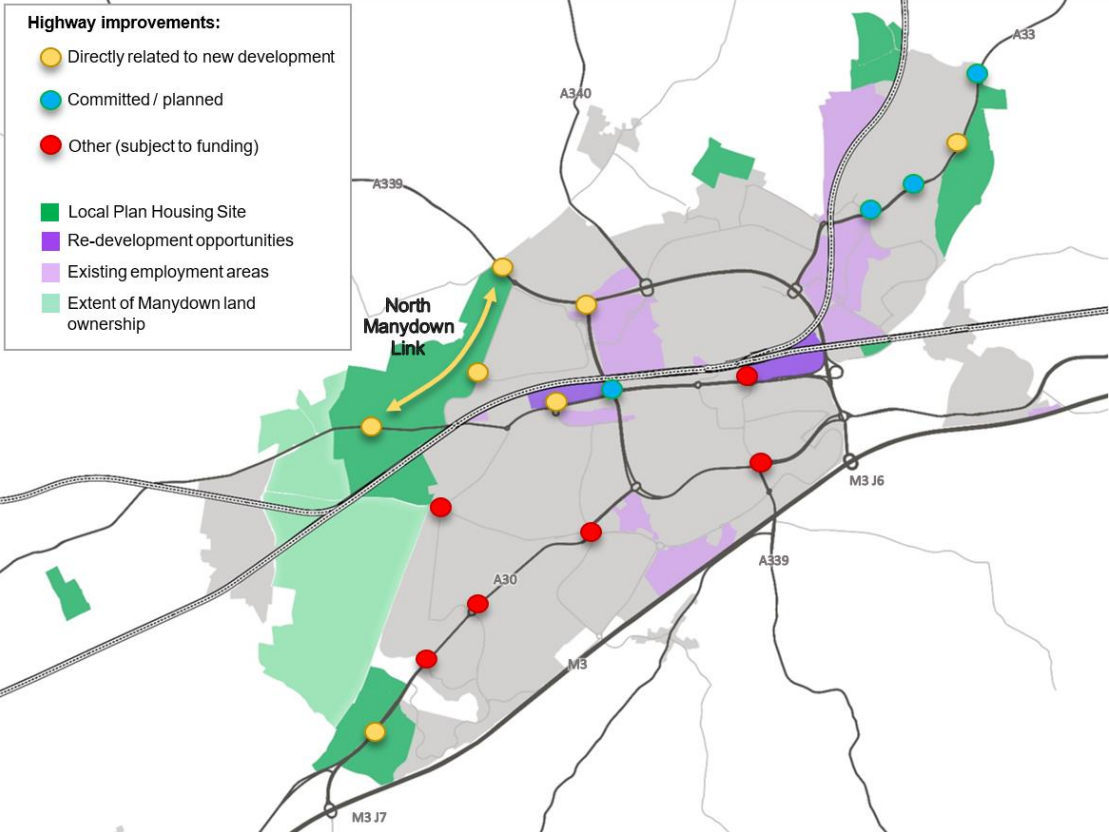
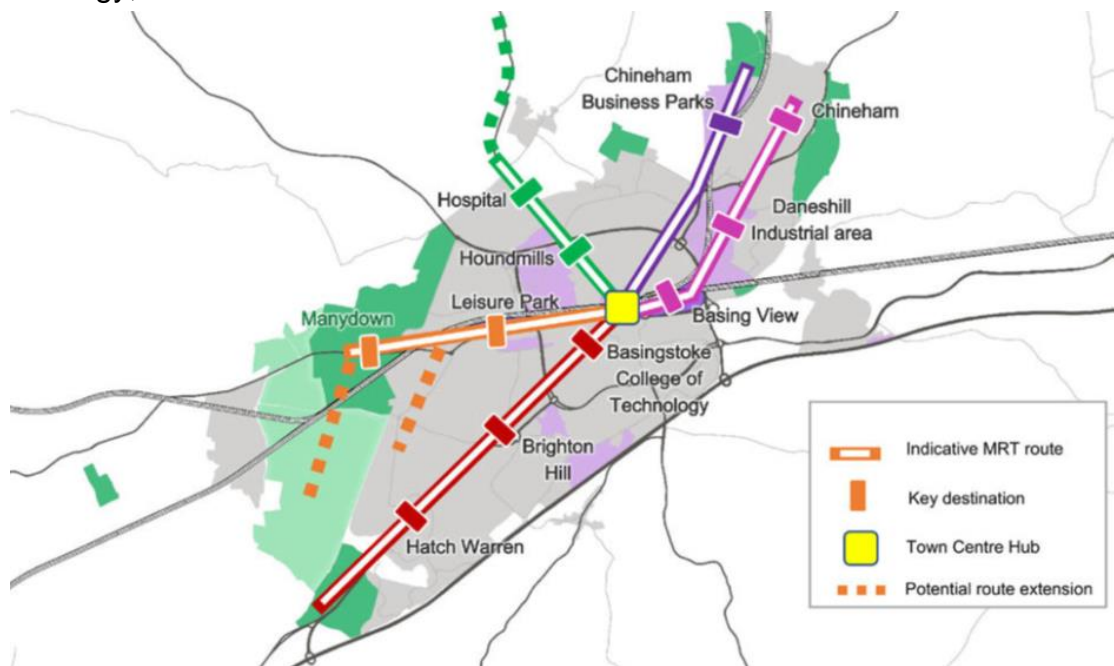


Figure 54: Indicative Mass Rapid Transit (MRT) Network, BDBC Transport Strategy, 2019.



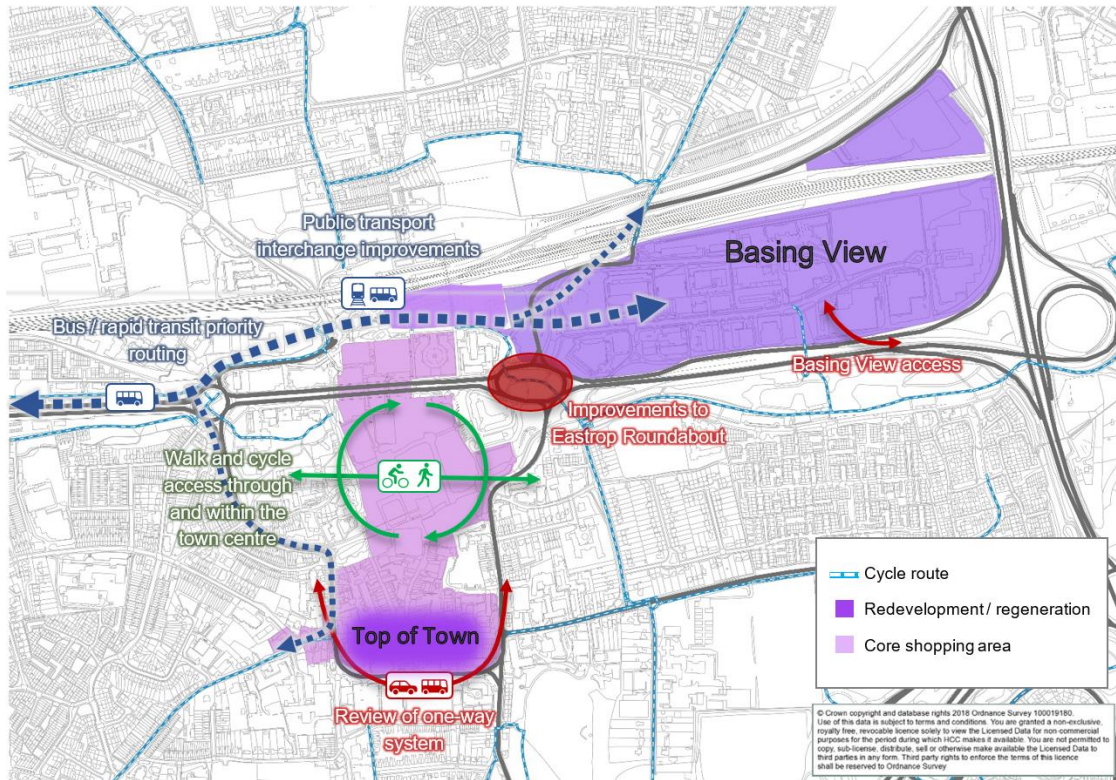
9.24 The Transport Strategy also gives consideration to longer term transport infrastructure considerations in line with Horizon 2050. These include:

- Investigating strategic multimodal improvements between the A30 (west) and the A339 (e.g. a western relief / distributor road);
- Undertaking strategic issues and options studies for the A339 between Newbury and Basingstoke, and the A33 between Basingstoke and Reading;
- Investigating strategic multimodal improvements to enhance connectivity between the M3 and M4 (between the A34 and M25);
- Planning for expansion of the MRT concept to integrate new developments as a core part of the network and supported by high quality, rapid services;
- Encouraging the Department for Transport and Highways England to undertake work to determine what future enhancements will be needed to the A34 in their next planning period. This needs to consider the impact of committed schemes at Junction 9 of the M3 / A34, and at the A34 north of Newbury, on the A34 route between these two schemes;
- Investigating the potential role and viability of new rail stations, particularly to support new development; and
- Significant enhancements to the strategic highway network, such as a new or improved M3 Junction 7 and a Smart Motorway scheme on the M3 between Junction 4a and Junction 9.

9.25 Specific proposals for Basingstoke Town centre are set out in Figure 55. This shows a new transport hub at Station Approach in Basingstoke together with regeneration of the surrounding area including improved accessibility to

Basing View and Eastrop Park, and a review of the one-way system at the Top of the Town.

Figure 55: Potential measures to enhance town centre access and movement, BDBC Transport Strategy, 2019.



### Accessibility to Services

9.26 Throughout this document, there are various references to the importance of accessibility to key services and facilities, particularly for those living outside of Basingstoke and Deane. As part of the evidence base for the Local Plan Update, data on the sustainability of settlements is being collated that provides detailed information on access to services and facilities, as well as public transport.

### Overview of likely trends without an update to the Local Plan

9.27 An increased population and new development is likely to result in increased use of transport – the Local Plan Update needs to ensure new development is located to minimise any increase in journeys and prioritise improvements to sustainable travel, including implementation of schemes such as at Station Approach and a MRT for Basingstoke Town. In the absence of an updated plan which will ensure associated necessary improvements to infrastructure, there is likely to be increased carbon emissions, congestion, journey times and potential impacts on highway safety.

### **Summary of Baseline data and Key Issues for Transport**

- The borough shows a good level of 'self-containment', with a similar number of in-commuters and out-commuters. However, there is high reliance on private transport.
- Sustainable Transport, including public transport, walking and cycling is being encouraged through various legislation and strategies in order to reduce greenhouse gases, reduce pollution levels and maintain/improve air quality. Ambitions include a Mass Rapid Transport system for Basingstoke Town.
- Improvements to the road network, as well as step changes in transport provision and travel behaviour will be required to avoid increasing congestion, longer journey times, poor network reliability, and associated negative environmental, safety and social impacts. This is likely to include significant changes to the strategic network (M3 and A33) to accommodate further growth in Basingstoke.
- New developments should be located and designed to minimise the need to travel, promote sustainable transport modes, and improve accessibility
- Access to facilities and services is a key issue, particularly for those living outside of Basingstoke Town.

## 10 Education

Key Documents/Sources
NPPF and PPG
BDBC Adopted Local Plan 2011-2029
Infrastructure Delivery Plan 2011-2029
Planning Obligations for Infrastructure (2018)
BDBC Infrastructure Delivery Plan 2017 – update to Infrastructure Schedule
BDBC Council Plan 2020-2024
Department for Education National Curriculum Assessments & Revised GCSE results
Hampshire School Places Plan 2020-2024 (HCC, 2019)
Economic Masterplan for Basingstoke 2033: A 15-year economic growth strategy for Basingstoke and Deane, 2018 to 2033
HCC Hampshire guidance: Developers' contributions towards Children's Services facilities 2019

### *NPPF and PPG*

- 10.1 The NPPF supports the provision of education facilities and development that will widen choice in education. It also identifies that development contributions may be required for education.

### *Horizon 2050 (H2050)*

- 10.2 The profile and standards of attainment of local schools can be further improved, but there is still support for local schools rather than investing in fewer schools with better facilities. H2050 identifies support for further higher university-level education provision that links students with local employers and encourages a growth in technical skills.

### *BDBC Council Plan 2020-2024*

- 10.3 The Council Plan also supports H2050 in enabling the provision of higher level technical skills that match the potential workforce with the skill requirements of local employers.

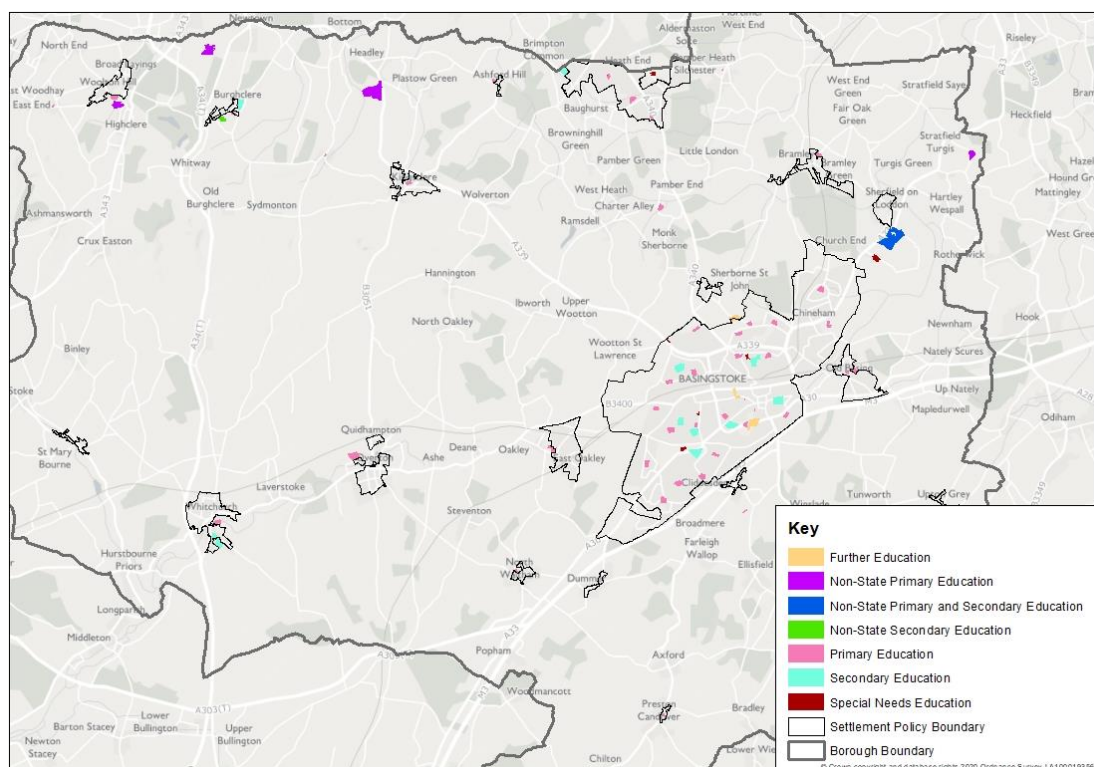
### *BDBC Adopted Local Plan 2011-2029 and Infrastructure Delivery Plan*

- 10.4 The Adopted Local Plan provides the policy context for the provision of new or expanded schools through site specific policies as well as those which support the provision of infrastructure. Further, more detailed information on the provision of schools is set out in the Infrastructure Delivery Plan (IDP) which details what supporting services and infrastructure are required in tandem with new development in the borough.

### *Overview of schools in the borough*

10.5 The borough currently has 58 primary schools, 10 secondary schools and 5 special schools providing education to almost 22,000 children. Of the 10 secondary schools in Basingstoke and Deane, 6 of the schools are based in the town of Basingstoke. The schools offer a mix of specialisms including business and enterprise, performing arts, sports and languages and Maths and ICT. There is also a Catholic Secondary School in the town, and three privately run co-educational schools offering education up to the age of 18. The distribution of schools and colleges across the borough is shown in Figure 56.

Figure 56: Education facilities in the Borough.



### *Educational Performance*

10.6 Within the borough there are 15 infant schools, 15 junior school and 29 primary schools. The majority of the borough’s pupils achieve the ‘expected standard’ at key stage 2. Young people in the primary sector, on the whole, progress and perform above the national average. In 2017, a similar percentage of pupils, both in the borough and across Hampshire as a whole, achieved the ‘expected standard’ at key stage 2<sup>89</sup>.

10.7 There are 10 secondary schools in the borough. Most secondary schools within the borough attain a ‘good’ standard in terms of OFSTED inspections, albeit there are some that fall within the ‘require improvement’ and ‘outstanding’ categories. Many secondary schools within the borough perform

<sup>89</sup> Department for Education National curriculum assessments: key stage 2, 2017 (revised).

below the national average, with the borough's key stage 4 results below the Hampshire and England averages. Poor attainment is a major issue in relation to the future prosperity of the borough. People are the main driver of economic growth and more efficient and productive businesses are fuelled by their skilled and qualified workforce. Access to talent is consistently reported by the local business community as the main barrier to growth. Skills shortages at all levels, a very tight labour market and a limited workforce pool mean that many vacancies are hard to fill, with competition from neighbouring authorities for the same pool of talent. Growing, retaining and attracting talent in the borough is therefore very important. Residents need to be supported to access lifelong learning opportunities to increase their skill levels and support career progression.

### *School Capacity*

- 10.8 As a result of the manner in which school places have been provided, in relation to development, and have evolved over time, as well as the issue of parental preference, many children are educated outside of what may be considered their natural catchment area. This makes it difficult to accurately determine the provision of school places against population levels and there are instances at present where some primary schools are at capacity. Spare capacity is also a current issue for some secondary schools, particularly those where performance is comparatively low. This is despite the closure of Fort Hill school, and partially reflects 'leakage' of children to secondary schools outside of the borough, including to Hart and Winchester City.
- 10.9 There a number of primary schools currently operating over their published admission number in order to accommodate bulge years. This arrangement is temporary and under constant review. The County Council has expansion plans for some schools across the Borough, outlined in the 'School Places Plan' 2020-2024<sup>90</sup>. County Council Programmed School Expansions (2020-2024) are:
- 2023:
- New Primary School linked to Manydown development, 1 form of entry initially
  - New Primary School linked to Hounsome Fields development ,1 form of entry initially
- 2024:
- Park View Primary School (1 form of entry expansion to 3 forms of entry)
  - Area A (covering broadly the east and north east of Basingstoke) – 1 form of entry additional provision – either expansion of existing or new school.
  - Overton CE Primary School – (0.5 form of entry expansion to 2½ forms of entry)

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<sup>90</sup> Hampshire County Council School Places Plan 2020-2024

10.10 The council's Infrastructure Delivery Plan (IDP), prepared to support the Adopted Local Plan 2011-2029, also identifies the provision of new or expanded schools. Additional proposals to those detailed in the County Council planned expansions up to 2024 are outlined below. A new IDP will be prepared to support the Local Plan Update in time.

- New 5 forms of entry secondary school at Manydown plus 2 forms of entry and 3 forms of entry primary schools
- New 2 forms of entry primary school on either the East of Basingstoke site or Upper Cufaude Farm subject to future housing plans

#### *Further Education*

10.11 Basingstoke has two high quality colleges in the Town, Queen Mary's Sixth Form College, and Basingstoke College of Technology (BCoT), a regional further education college. Both have excellent links with business. However, as identified in the BDBC Council Plan 2020-2024 and Horizon 2050, there has been a need identified for further higher university-level education provision that links students with local employers and encourages a growth in technical skills. BCoT is planning on providing part-time degrees and developing links with universities to increase the availability of higher education provision in Basingstoke. The college also works extensively with the region's employers and businesses to up-skill their workforce and support their HR development through the engagement of apprentices<sup>91</sup>.

#### *Adult Skills*

10.12 Borough residents are more qualified than those across Hampshire and England overall, as set out in Figure 57. The 2011 Census showed that 30.5% of the population aged 16 and over (40,793) were educated to degree level or equivalent. This compares to 29.7% in Hampshire and 27.4% in England. There were also fewer people in the borough with no formal qualifications (17.3%), compared to Hampshire (18.5%) and England (22.5%). Within Basingstoke, residents aged 25 to 34 have more qualifications than any other age group, with 42% educated to degree level or equivalent and 5.5% with no qualifications<sup>92</sup>.

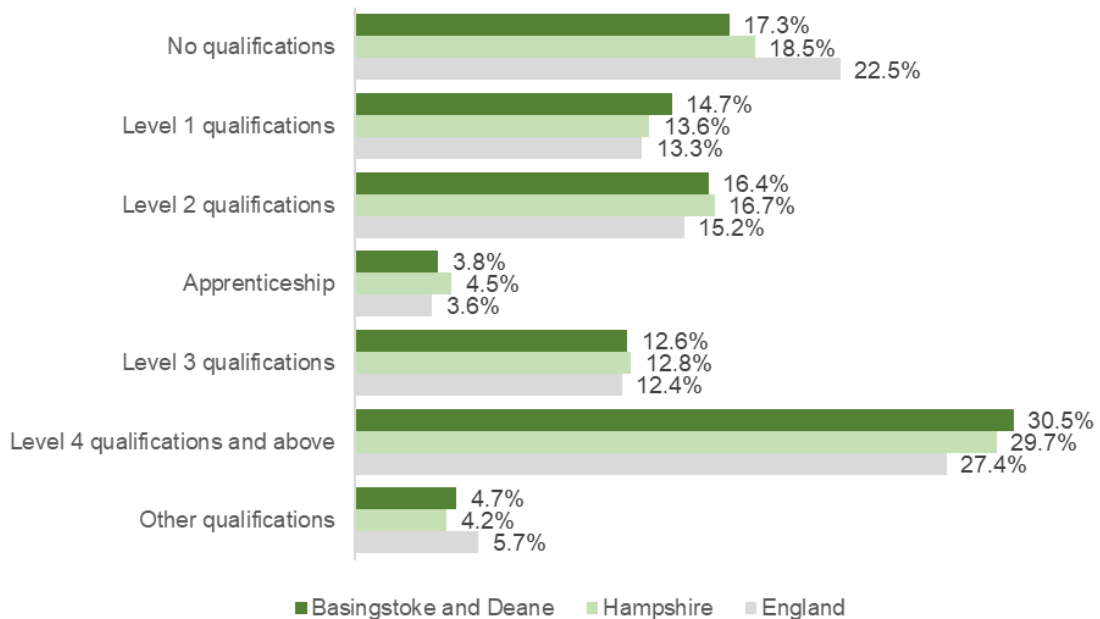
10.13 Whilst the council has strong links to institutions outside of the borough, including the Universities of Winchester and Surrey, there is no higher education facility within the borough. This is a major barrier in enabling Basingstoke to attract and retain talent. It is also a factor in being able to attract new businesses to the borough as many will want to know that there is a sustainable pipeline of talent available. The council is working with partners to consider how 'satellite' higher education facilities might be delivered within the borough.

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<sup>91</sup> Economic Masterplan for Basingstoke 2033

<sup>92</sup> Census 2011

Figure 57: Highest level of qualification in those aged 16 and over for Basingstoke and Deane, Hampshire and England, 2011 Census.



## Overview of likely trends without an update to the Local Plan

10.14 New development will result in the need for further schooling provision which will need to be co-ordinated and secured through the planning process to ensure it is available for new residents. Whilst planning does not directly impact educational attainment, a supportive policy approach to new educational facilities will maximise the effectiveness of other strategies/initiatives that are seeking to improve education and skills levels in the borough.

### Summary of Baseline data and Key Issues for Education

- School capacity is an issue with some primary schools at capacity, and some secondary schools with spare capacity, particularly where performance is low. There is some spatial disparity in the capacity/standard of schools across the borough.
- There is a programme of school expansion and new facilities across the borough, particularly associated with new development, albeit this remains under review associated with pupil numbers
- Educational attainment, particularly at secondary school level, could be improved
- Whilst the town has two high quality further education colleges in Basingstoke Town, there is an identified need for further higher university-level education provision that links students and skills with local employers.

## 11 Economy and entrepreneurship

Key Documents/Sources
NPPF and PPG
BDBC Adopted Local Plan 2011-2029
BDBC Council Plan 2020-2024
Strategic Economic Plan 2018-2030 for the EM3 Local Enterprise Partnership (September 2018)
Developing Local Industrial Strategy
Economic Masterplan for Basingstoke 2033: A 15-year economic growth strategy for Basingstoke and Deane, 2018 to 2033
BDBC Economic Needs Assessment 2018
BDBC Retail assessment, update 2015
Basing View masterplan
A Vision for Central Basingstoke (2007), and a Vision for Central Basingstoke Action Plan January 2013 update
Top of the Town, Basingstoke Concept Masterplan – A vision for the future 2014

### *NPPF and PPG*

- 11.1 The NPPF supports the development of a strong, competitive economy, and requires that planning policies set out a clear economic vision and strategy which enables sustainable economic growth. It also requires planning policies to support growth of the rural economy, including rural tourism and leisure developments, and the retention and development of local services.

### *Horizon 2050 (H2050)*

- 11.2 H2050 recognises the diversity of jobs across all sectors, which is a great strength for the borough's economy and local labour market. However, it remains important for the borough to continue to retain and attract new businesses, and strengthen the innovation culture. H2050 also looks to ensure that the local workforce is skilled to meet local business requirements through enhanced higher level education. H2050 also recognises the need to invest in Basingstoke Town Centre to ensure it remains attractive to residents, businesses and visitors. Residents thought there should be less reliance on retail within the town, and more focus on a holistic offer including culture and leisure facilities. It is recognised that the profile of the borough could be raised, to reflect positive experiences of living here.

### *BDBC Council Plan 2020-2024*

- 11.3 The Council Plan supports jobs and business growth, working to promote the borough as an attractive location for businesses. It refers to the development of a town centre strategy, setting out the regeneration of the Top of the Town and improving connectivity within the town centre. It

highlights the ongoing regeneration of Basing View, and improvements to education and skills provision to meet the needs of local employers.

#### *Economic needs assessment 2018*

- 11.4 This assessment provides detailed analysis of the borough's economy and employment land, informed by economic projections, and uses these to update the borough's employment floorspace needs up until 2029. It also considers the very long term economic needs up to 2050 in support of the H2050 vision. The assessment confirms the borough's identity as a self-contained Functional Economic Market Area (FEMA), broadly aligning with the Housing Market area, although consideration is given to the wider economic links and influences. The report concludes that the resident economy is strong with good wages, and relatively low unemployment. The office market remains weak, partly due to strong competition nearby (although there has been a good uptake of office space in 2019, particularly in Chineham and Basing View), but the industrial market is relatively strong with demand currently outstripping supply. There is high demand for storage distribution premises at a local, and sub-regional level, with limited supply. The report concludes that there remains a need for a significant amount of storage and distribution floorspace (72,000 sqm) in the borough, requiring around 18ha of land, along with a modest amount of new industrial space (15,000), requiring around 4ha.

#### *Economic masterplan for Basingstoke 2033*

- 11.5 Basingstoke's economic vision for 2033 includes:
- 4000 new jobs from the regeneration of Basing View
  - An additional £233 million GVA per annum as a result of economic growth
  - An additional 13,400 new homes
- 11.6 This section focuses on the local economy, including employment. These topics are generally considered at a borough-wide scale, although there are clearly differences between Basingstoke Town and larger settlements, and the rural economy. It is important to have regard to these topics in the context of the other priorities, for example in terms of a sustainable approach to employment and housing. Equally, the environment around us can have economic benefits including supporting the local economy.

#### *Economic activity*

- 11.7 A higher proportion of the population within the borough is economically active and in employment when compared to the region and England as a whole. Within the borough the economic activity rate (percentage of economically active population aged 16 to 64) currently stands at 85.1%,

higher than that across the South East (82.1%) and England (79.2%)<sup>93</sup>. The unemployment rate (percentage of the economically active population aged 16+ that are unemployed) is consistently lower than the South East (3.0%) and England (3.9%) standing at 2.4%. The proportion of the population in employment has generally been higher for Basingstoke and Deane than for the South East and England. This is illustrated in the following trend graphs (Figures 58 and 59).

Figure 58: Basingstoke and Deane Economic Activity 2004-2019<sup>94</sup>

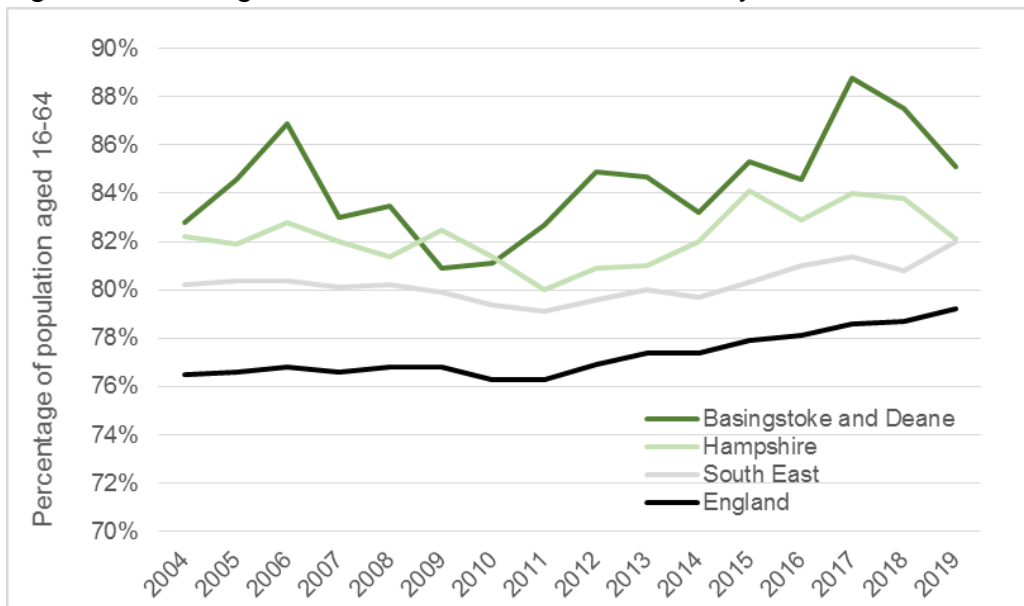
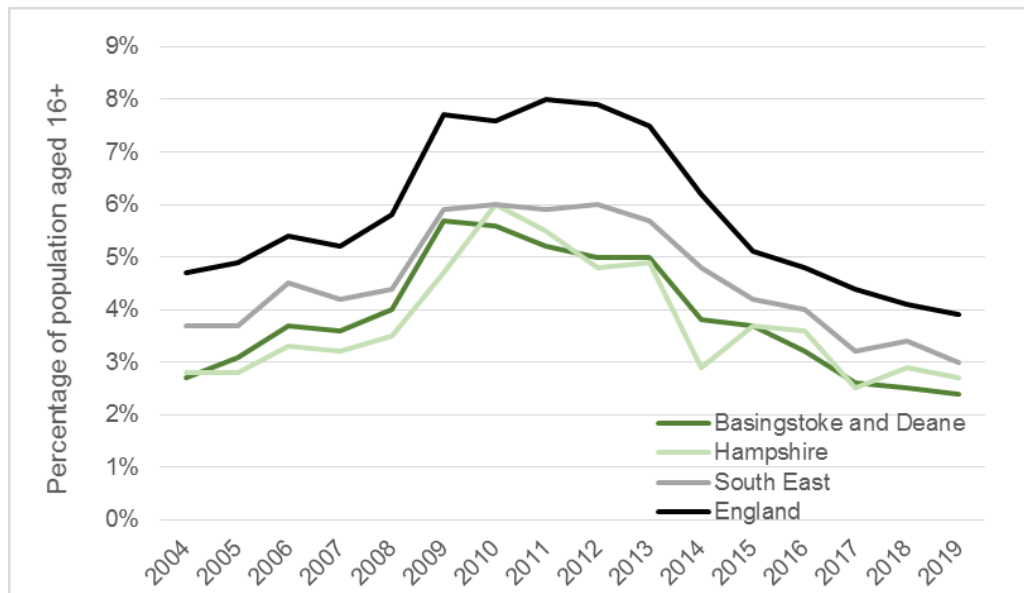


Figure 59: Basingstoke and Deane Unemployment 2004-2019<sup>95</sup>.



<sup>93</sup> NOMIS Labour Market Profile – Basingstoke and Deane: ONS Annual Population Survey, 2019

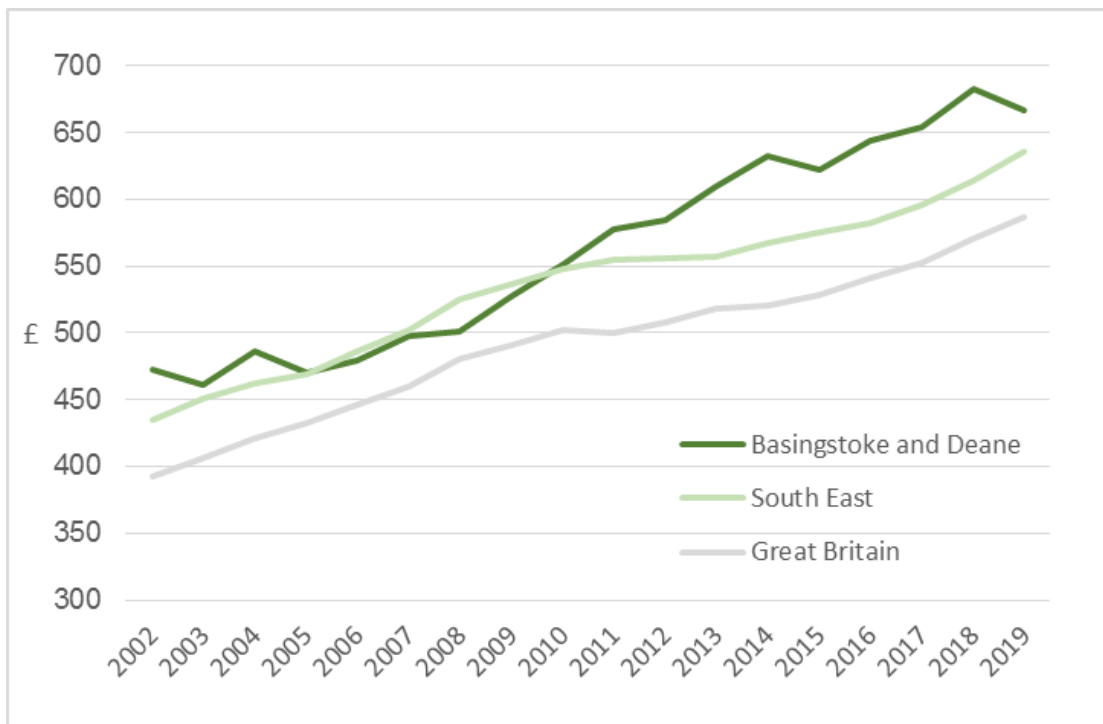
<sup>94</sup> ONS Annual Population Survey 2004-2019.

<sup>95</sup> ONS Annual Population Survey 2004-2019..

## Earnings and income

- 11.8 Median gross annual pay for full time working residents in the borough was £36,116 for 2019 which compares favourably with the South East (£33,357) and the England median (£30,661)<sup>96</sup>. Regarding weekly pay, the borough has a higher value than both the South East and Great Britain with wages generally increasing over time since 2002. This is illustrated in Figure 60, showing weekly pay increases since 2002.

Figure 60: Median weekly pay (gross) of full time workers for Basingstoke and Deane, the South East and Great Britain, ONS 2002 - 2019<sup>97</sup>.



## Number of enterprises

- 11.9 The borough is home to around 7,905 businesses occupying 9,145 different sites. In line with the South East, approximately 91% of borough businesses employ fewer than 10 people – these ‘micro businesses’ therefore make a significant contribution to the borough’s business base. There are 45 ‘large’ businesses comprising 0.4% of the business base, each employing 250 people or more. These businesses make a considerable contribution to borough jobs and employment<sup>98</sup>.

- 11.10 The number of business births is usually higher than the number of business deaths. One year business survival rates for 2017 are high, with 91.3% of business still trading after one year, higher than the South East (90.1%) and

<sup>96</sup> ONS Annual Survey of Hours and Earnings, 2019.

<sup>97</sup> ONS Annual Survey of Hours and Earnings, 2019 – resident analysis, 2002-2019

<sup>98</sup> ONS UK Business Counts, 2019

England (89.1%). The five year business survival rate (2013-2017) falls to 47.5% still trading after five years; however, this is higher than the South East (44.6%) and England (42.5%) five year survival rate<sup>99</sup>.

#### *Gross Value Added (GVA)*

11.11 GVA is the value generated by any unit engaged in the production of goods and services. Productivity in the borough remains high: Basingstoke and Deane contributes almost £7.4 billion Gross Value Added (GVA) to the UK economy (2018) – the highest of all the Hampshire districts<sup>100</sup>.

#### *Employee jobs per sector*

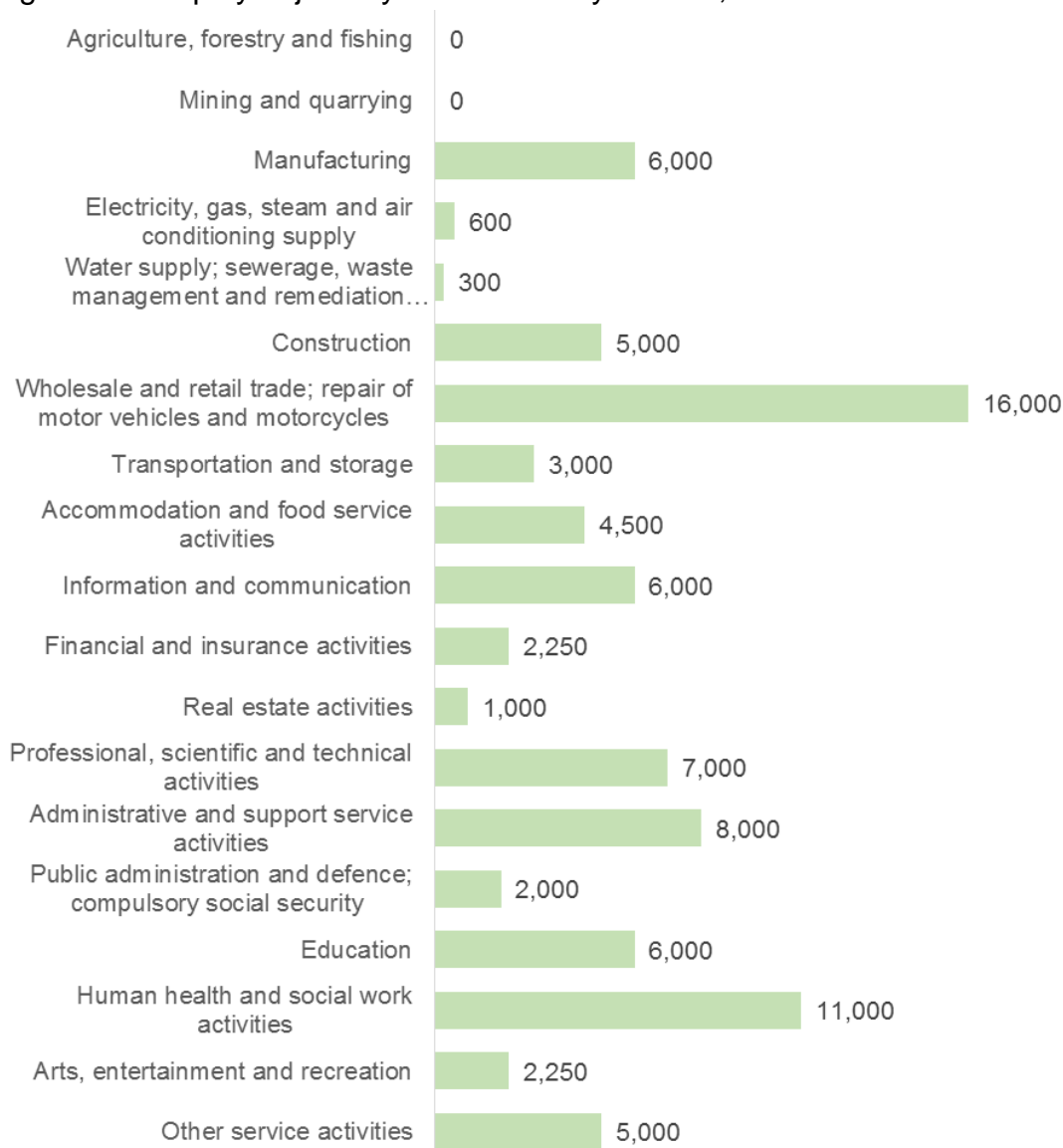
11.12 The borough provides around 86,000 employee jobs across a broad and diverse range of industries, as illustrated in Figure 61.

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<sup>99</sup> ONS Business Demography, 2018

<sup>100</sup> ONS Regional GVA(l) by local authority in the UK, 2018

Figure 61: Employee jobs by broad industry sectors, 2018<sup>101</sup>.



11.13 One of the borough's key economic strengths is its diverse range of industry sectors; this enables jobs to be provided across a whole range of pay scales and skills levels. Around a fifth of employee jobs are found within the wholesale and retail trade sector (including repair of motor vehicles and motorcycles). The largest growth in jobs from 2009 to 2018 was seen in: administrative and support service activities; and human health and social work<sup>102</sup>. The BDBC Economic Needs Assessment suggests that 200-600 jobs additional jobs could be created in the industrial sector up to 2029<sup>103</sup>. Adopted Local Plan Policy EP1 sets a target for the creation of between 450-700 jobs per annum) 2011-2029.

<sup>101</sup> ONS Business Register and Employment Survey, 2018

<sup>102</sup> ONS Business Register and Employment Survey, 2018

<sup>103</sup> BDBC Economic Needs Assessment 2018

11.14 Basingstoke and Deane's occupation profile is broadly similar to the regional average, albeit Basingstoke and Deane has slightly higher proportions overall in the professional groups (SOC groups 2 & 3)<sup>104</sup>.

Table 17: Employment by occupation (Jan 2019 – Dec 2019) for Basingstoke and Deane, the South East and Great Britain.

	Basingstoke And Deane (Numbers)	Basingstoke And Deane (%)	South East (%)	Great Britain (%)
Soc 2010 Major Group 1-3	55,900	58.0	52.6	47.5
1 Managers, Directors And Senior Officials	11,800	12.3	13.3	11.4
2 Professional Occupations	27,100	28.1	22.8	21.4
3 Associate Professional & Technical	17,000	17.6	16.2	14.6
Soc 2010 Major Group 4-5	18,900	19.6	18.5	19.7
4 Administrative & Secretarial	9,700	10.1	9.5	9.6
5 Skilled Trades Occupations	9,200	9.6	9.0	10.1
Soc 2010 Major Group 6-7	11,800	12.3	15.5	16.3
6 Caring, Leisure And Other Service Occupations	6,100	6.3	8.7	9.1
7 Sales And Customer Service Occs	5,700	5.9	6.7	7.2
Soc 2010 Major Group 8-9	9,700	10.1	13.4	16.5
8 Process Plant & Machine Operatives	5,200	5.4	4.8	6.2
9 Elementary Occupations	#	#	8.5	10.3

#### *Vacancy rates and future needs*

11.15 Policy EP1 of the Adopted Local Plan aims to support the creation of between 450-700 jobs per annum. As well as protecting strategic employment sites, allocating a new employment sites(s) for storage and distribution, and supporting employment uses within strategic housing sites, the policy also encourages development of the following key sectors:

- Specialist/advanced manufacturing
- Financial and business services in Basingstoke town centre, Basing View, Chineham Business Park and Viabes
- Storage and distribution

11.16 The council's Economic Growth Strategy also identifies: chemicals and pharmaceuticals; and ICT and digital, as key sectors.

11.17 Policy EP2 of the Adopted Local Plan identifies and protects Strategic Employment Areas, mainly within Basingstoke but also within Bramley, Kingsclere, Whitchurch and Old Basing. It also seeks to avoid the loss of

<sup>104</sup> ONS Annual Population Survey, Jan 2019-Dec 2019

other land and buildings in employment uses unless there is justification for their loss on the basis of economic or amenity reasons.

- 11.18 Basing View Business District is located right next to the Town Centre, within walking distance of the railway station and easy reach of the M3. The council, as freeholder, is working with its development partner to bring forward a redevelopment programme, including new and redeveloped office space and supporting facilities. This has already culminated in high quality office space being completed, with more currently under construction. A new hotel, including a gym, has also been provided on the site. Basing View was awarded Enterprise Zone status by central government in 2015 as part of the Enterprise M3 Local Enterprise Partnership multi-size Enterprise Zone. This means that those expanding into new premises on Basing View, and newcomers, will benefit from a reduction in business rates. The council is looking into the feasibility of working together with its Basing View development partner to build new developments of 'ready to move into' flexible office space to meet demand from both large corporate companies and small and medium businesses. A specialist incubation centre is also being considered to encourage digital and high tech start-up businesses<sup>105</sup>.
- 11.19 A Masterplan for Basing View has been produced to inform landowner priorities and as an investment tool. Whilst proposals in the Masterplan are generally consistent with the policy framework set out in the Adopted Local Plan under Policy SS8, the land covered by the Masterplan includes land outside of the Basing View designation. Overall, the Masterplan maintains the Adopted Local Plan's overarching ambition of regenerating the area as a quality business location providing strategic employment facilities.
- 11.20 Since permitted development rights have been extended to enable the change of use of offices to dwellings in 2013, 23 such schemes have been implemented in Basingstoke and Deane resulting in 365 new homes<sup>106</sup>, with a further 353 conversions having commenced. This amounts to a loss of around 35,000 sqm of employment floorspace so far, with more prior notifications having been granted. Whilst this has reused some of the vacant employment premises, there have been issues surrounding these changes of use, in particular the quality of dwellings provided and lack of affordable housing and infrastructure provision. In order to protect the borough's most important employment land and safeguard the economic wellbeing of the area, in March 2019, the council confirmed an Article 4 Direction to remove permitted development rights for the change of use from commercial to residential uses at three of the Borough's Strategic Employment Areas, namely Basing View, land at Chineham Business Park and Hampshire International Business Park. The Article 4 Direction was targeted at the best office sites and most accessible locations which cannot be replaced with new sites in the future, and whose economic function could be undermined by unplanned residential conversions.

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<sup>105</sup> Economic Masterplan for Basingstoke 2033

<sup>106</sup> Authority Monitoring Report 2019

- 11.21 Commercial vacancy rates provide a good indication of the health of the local economy. The rates compare the total amount of floorspace in the borough (provided by the Valuation Office Agency), with the amount of floorspace that is available and vacant. A vacancy rate of 8% is considered to reflect a healthy economy as it provides for a degree of choice and churn in the local market.
- 11.22 There is a strong industrial market and over the last 18 months the vacancy rate for industrial, storage and distribution premises has fallen by 1% to 5%, indicating that supply remains tight. Furthermore, over the same time period the office vacancy rate has increased from 14% to 16%, indicating that there is currently an oversupply of office space in the borough. The council's Employment Land Review accompanying the Adopted Local Plan concludes that there is a shortage of quality (Grade A) office floorspace and an oversupply of poor quality office floorspace, which is unattractive to the market, reflected by the high vacancy rate for office accommodation<sup>107</sup>. The council's more recently completed Economic Needs Assessment identifies weaker demand for new office space but, taking a longer term view of office needs indicates that there could be a shortage of supply<sup>108</sup>. The Economic Needs Assessment infers that the refurbishment of existing office space would be beneficial to the borough which also is actively encouraged by Policy EP1 of the Adopted Local Plan. Demand for new storage and distribution is high, with a constrained supply of suitable sites. Increasing demand for storage and distribution across the UK has been driven by the growth in online retail. There is currently a need for 22ha of storage and distribution space in the borough, but primarily for more compact distribution units due to the fact they are suited to local and regional distribution. The need for these units is putting pressure on industrial land from other uses<sup>109</sup>.

### *Rural Economy*

- 11.23 Outside of Basingstoke, the borough's rural areas and towns and villages provide around 16,800 of the borough's 86,000 jobs<sup>110</sup>, within economic activities such as farming, traditional rural crafts, equestrian uses, local services and tourism. However, there remain challenges to the rural economy including the restructuring of agriculture, variable infrastructure (including broadband) and lack of appropriate employment premises.

### *Town Centres*

- 11.24 Adopted Local Plan Policy EP3 (Town, District and Local Centres) identifies a hierarchy of centres across the borough. Basingstoke is the principal centre in the borough, and is identified in the current Local Plan as a 'Town Centre'. It plays a key part in the identity of the borough and accommodates almost two

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<sup>107</sup> BDBC Adopted Local Plan 2011-2029

<sup>108</sup> BDBC AMR, 2018

<sup>109</sup> BDBC Economic Needs Assessment 2018

<sup>110</sup> ONS, Business Register Employment Survey, 2018

thirds of the borough's population and is the focus for key services and employment. The town centre is the borough's main area for comparison retailing alongside a number of convenience, cultural and leisure uses.

11.25 Basingstoke town centre comprises three separate retail centres:

- The Malls shopping centre: home to 26 retail units and the Anvil Concert Hall. The Malls has been recently regenerated and mostly specialises in value for money retail.
- Festival Place shopping centre: this is the largest and main retail area in the town centre at 1,000,000 sq ft. Festival Place comprises a mix of retail, leisure, and food and beverage offer with more than 200 different brands.
- The Top of the Town: this is the town centre's secondary retail area located in the historic part of the town. The offer focuses mainly on services (hairdressing, banking, solicitors, betting shops, etc.) and the night time economy. The retail offer is limited and centred on charity shops and small convenience stores. It is home to the Willis Museum and the Haymarket Theatre. This area has potential for enhancement, both through short term environmental improvements, improved vitality and its integration with the rest of the town centre.

11.26 The borough's centres are now facing major challenges as a result of changes in how residents shop and spend their leisure time, including increased competition from the internet. Nonetheless, Basingstoke town centre's performance generally remains strong compared to other regional centres, though vacancy rates have been increasing over the last two years. The overall estimated vacancy rate stands at 15%<sup>111</sup> and there has been an increase in the number of vacant properties and a reduction in footfall in some parts of the town centre. Occupancy and footfall is still strong in Festival Place, although in some parts of the town there are challenges around the physical environment, mobility and connectivity. The council is currently developing a masterplan for Basingstoke Town Centre, which will consider the future role and purpose of different parts of the centre and how it relates to surrounding areas such as Basing View.

11.27 Within the wider Basingstoke town area, there are two District Centres at Brighton Hill and Chineham. These are supported by a network of local shopping parades that meet the day-to-day needs of local communities. There are also a number of out-of-centre retail parks such as the recently opened St Michael's Retail Park, as well as some other large out-of-centre retailers (principally selling food and bulky goods). In some centres, such as Chineham, there are opportunities to improve the public realm, and a submitted planning application for Chineham District Centre includes new

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<sup>111</sup> Experian GOAD report, Survey date: July 2018

shops and restaurants, new public space, new landscaping and improved pedestrian and cycle access throughout the site, a gym, and new healthcare/office facilities.

- 11.28 Basingstoke Leisure Park is located 1.6 miles west of the town centre. This includes a range of facilities with a borough-wide catchment including an aquadrome, ice rink, multi-screen cinema, indoor skydiving and Milestones Museum. The site is owned and managed by the council, who have entered into a development agreement with a private company to regenerate the site to potentially include enhanced leisure facilities and an outlet retail centre.
- 11.29 Outside Basingstoke, the district centres in Tadley, Whitchurch and Overton serve the day-to-day needs of their local populations, and provide access to services for neighbouring areas across and beyond the borough. Kingsclere is designated as a Local Centre, and contains a number of small convenience retailers and other facilities that have an important role within the village community. The retention and improvement of services and facilities is a key issue, consistently raised by residents through consultation, particularly for residents outside of Basingstoke Town. Maintaining the vitality and viability of settlements can support the sustainability of rural areas, and benefit social inclusion. Policy CN7 of the Adopted Local Plan seeks to retain and improve the provision of essential services such as shops, healthcare facilities, pubs, community buildings.
- 11.30 It is also important to retain and improve services and facilities in the smaller settlements. Such services and facilities can be important to the sustainability of local communities, and support social inclusion. Made Neighbourhood Plans provide useful information on services and facilities within these towns and villages.
- 11.31 It is recognised that the way that people shop and use town centres will continue to change over the Plan period, and that this presents challenges for the high street. It is important that the council understands the potential impact of these changes to ensure that the centres remain vital and viable. The council has therefore commissioned a new retail study that will provide an understanding of the key forces impacting upon and shaping centres and high streets now and in the future, including consumer trends and behaviour, technological change and demographic change. In particular, this will consider how the growth of online sales will affect the demand for physical retail space in the borough's centres, and whether and how those centres can diversify.

### **Overview of likely trends without an update to the Local Plan**

- 11.32 New housing development needs to be accompanied by economic growth and an increase in local employment opportunities, although development can add increased pressure for the redevelopment of employment land. Consideration through the Local Plan Update will ensure that strategic employment land is protected from redevelopment to ensure a sustainable balance of people and jobs is maintained. Likewise, it can enable a proactive

approach to supporting new employment opportunities and encouraging inward investment through regeneration of sites such as Basing View, and the allocation of new employment land.

- 11.33 Increasing use of online retail and changes in how people use shopping centres may threaten the viability and viability of town centres with the need for flexible and proactive planning policies to support their evolution and attractiveness as a destination going forward.
- 11.34 The impact of covid-19 is as yet unknown but is likely to have significant adverse effects on economic activity and growth, employment levels and retail which will need to be addressed through the Local Plan Update.

#### **Summary of Baseline data and Key Issues for Economy**

- The diversity of jobs across all sectors is a great strength for the borough's economy and local labour market.
- There is low unemployment and wages are relatively good
- Many of Basingstoke's older employment areas are of poor quality and lack Grade A office space. Weak demand for office space has been identified in the latest Economic Needs Assessment (although there has been subsequent uptake of office space in some areas) but a relatively strong industrial market. There is strong demand for further supply and distribution premises but a constrained supply of suitable sites.
- Basing View, an identified Enterprise Zone, is undergoing regeneration to create investment opportunities and further jobs.
- The recent conversions of offices to dwellings as Permitted Development has resulted in a significant loss of employment floorspace and issues with the quality of dwellings provided, lack of affordable housing and infrastructure provision.
- The rural economy is important to the borough and the sustainability of rural areas. Challenges include restructuring of agriculture, lack of appropriate premises, and variable communications infrastructure such as broadband.
- The borough's shopping centres are facing major challenges as a result of changes in how people shop and spend their leisure time.
- Basingstoke Town has generally been performing well but has seen an increase in vacant properties more recently and a reduction in footfall in some parts.
- It will be necessary to ensure that no adverse impacts result from the regeneration of the Leisure Park, and that designated centres maintain their vitality and attractiveness.
- The retention and improvement of services and facilities is a key issue, particularly for residents outside of Basingstoke Town

## 12 A borough with heritage and distinction

Key documents / sources
North Wessex Downs Area of Outstanding Natural Beauty (AONB) Management Plan 2014-2019, 2014
Heritage Supplementary Planning Document (2019)
Design and Sustainability Supplementary Planning Document (2018)
Landscape Biodiversity and Trees Supplementary Planning Document (2018)
Landscape Assessment 2001, Landscape Capacity Study 2008 and 2010

### *NPPF and NPPG*

- 12.1 Heritage assets are an irreplaceable resource, and planning policies should positively plan for the conservation and enjoyment of the historic environment, recognising the social, cultural, economic and environmental benefits which conservation of the historic environment can bring.
- 12.2 In terms of settlement character and local distinctiveness, this is given considerable emphasis in the NPPF, which states that high quality buildings and places are fundamental to what the planning and development process should achieve, and that good design is a key aspect of sustainable development, as it creates better places in which to live and work and helps make development acceptable to communities (paragraph 124).
- 12.3 The PPG mainly defers to the National Design Guide in terms of providing supporting guidance for the NPPF. The National Design Guidance emphasises a number of factors which are relevant to settlement character and local distinctiveness, in particular it stresses the importance of context, identity and character, along with other relevant factors such as movement, nature and public spaces.

### *Horizon 2050 (H2050)*

- 12.4 There is considerable range and quality of historic assets within the borough including grand historic houses, scheduled monuments and Conservation Areas. Much of the borough comprises historic village and town centres surrounded by countryside, and it was recognised that the identity of settlements should be protected from urban growth. H2050 also recognises the need to raise the profile of the borough and invest in Basingstoke Town (this has been addressed in the Section 11).

### *BDBC Council Plan 2020-2024*

- 12.5 The Council Plan highlights the role of the Adopted Local Plan and Neighbourhood Plans in delivering high quality developments and refers to enhancement of the historic environment.

### *Historic environment overview*

- 12.6 The borough contains high quality heritage assets, ranging from individual, grand historic houses to villages that have been designated as Conservation Areas, together with archaeological sites, and registered Parks and Gardens. There are a number of grand historic houses, including Highclere Castle and The Vyne. Many of the borough's towns and villages, including Basingstoke, are of historic and architectural interest.
- 12.7 Buildings and places of note range from medieval and later places of worship (such as the Church of St Michael in Basingstoke and the parish churches of smaller settlements within the borough, as well as Sandham Memorial Chapel), and mill complexes of various dates (including the Whitchurch Silk Mill and Laverstoke Mill), to residential areas made up of Victorian terraces (as at Fairfields), civic buildings (such as Whitchurch Town Hall), and individual 20th century offices and other buildings related to industry and commerce (such as Mountbatten House and the former Eli Lilly Building, now known as The White Building). There are also a number of designed landscapes (Hackwood Park) and scheduled monuments (including, for example, a motte and bailey castle at Oliver's Battery, Old Basing) and other sites and features of archaeological interest (such as the Roman road linking Winchester to Silchester; Iron Age and Roman settlements such as those at Beggarwood Lane and Scrapps Hill; ancient burial mounds; and defended sites). Sections of the Basingstoke Canal also remain<sup>112</sup>.
- 12.8 As noted in Section 7, the Landscape Assessment undertaken for the borough has given consideration to the historic landscape character of the borough and the human influences over time. The Hampshire Integrated Character Assessment also provides a source of information on the historic environment across the borough. In addition, a Hampshire Historic Landscape Character Assessment was prepared prior to this<sup>114</sup>. For those parts of the borough that fall within the North Wessex Downs AONB, a historic landscape characterisation is also available - this also identifies special qualities and features of significance for the characterisation areas<sup>113</sup>.

### *Listed buildings and Buildings at Risk*

- 12.9 Listed buildings are designated heritage assets. The National Heritage List for England indicates there are 1,608 listed building entries within the borough, comprising of 32 at Grade I, 58 at Grade II\*, and 1,518 at Grade II. These figures will not include those buildings that are protected as curtilage-listed structures. The Heritage at Risk Register, maintained by Historic England, names, at 2019, one Grade I listed building within the borough, the 'Barn at Manor Farm, Old Burghclere, Burghclere'. Grade II listed buildings within the

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<sup>112</sup> BDBC Heritage SPD 2019

<sup>113</sup> BDBC Heritage SPD 2019

borough are not eligible for inclusion on the national 'at risk' register. During 2001 and 2002, the council carried out a comprehensive survey of all listed buildings within the borough, in order to establish their condition and usage. Curtilage-listed\* buildings were also included in this survey. This buildings at risk survey formed the basis of the borough's current local Buildings at Risk Register.

#### *Locally listed buildings*

- 12.10 The council's Local List contains buildings of local architectural or historic interest which have been identified as being of heritage interest but which do not meet the criteria for inclusion in the National Heritage List for England. Buildings on the list have been assessed against the council's published criteria via a formal process. The council's Local List is intended to recognise and assist in the conservation of non-designated heritage assets. Recognition in this way gives greater weight to the consideration of the architectural and historic interest (and thereby the heritage significance) of these buildings in planning decisions. It provides clarity for owners, the local community, developers and planning officers, so that they are aware of the heritage interest of a building as early as possible, so avoiding abortive work or delays to the planning process. A building may be of heritage interest, and properly considered as a non-designated heritage asset, even if not on the local list.

#### *Conservation areas*

- 12.11 Conservation areas are designated heritage assets. There are more than 40 conservation areas in the borough, some of which are subject to Article 4 directions. This is the largest number for any single district in Hampshire, demonstrating how rich the historic environment of the borough is. The council is currently in the process of updating all conservation area appraisals and management plans. A list of the current conservation areas is provided in Table 19. Without appropriate consideration through the planning process, it is anticipated that the quality of these areas would decline.

Table 19: Conservation Areas and Appraisals in Basingstoke and Deane.

<b>Conservation Area Appraisals</b>		
Conservation Area	Designation date	Date appraisal last updated
Basingstoke Town	1977 (amended 2015)	September 2015
Basingstoke – Brookvale West	1999	July 2003
Basingstoke - Fairfields	2004	July 2004
Basingstoke – South View	October 2006	May 2006
Basingstoke Canal	1977	July 2003
Ashmansworth	1989	February 2004

Bradley	1992	February 2004
Bramley and Bramley Green	1983	July 2003
Brown and Chilton Candover	1981	July 2003
Church Oakley	1976	July 2003
Cliddesden	1981	February 2003
Deane	1992	July 2003
Dummer	1981	February 2003
East End and North End	1992	July 2003
Ecchinswell	1990	February 2003
Ellisfield	1989	July 2003
Hannington	1992	July 2003
Hurstbourne Priors	1990	July 2003
Kingsclere	1969 (amended 2017)	December 2017
Laverstoke and Freefolk	1990	February 2003
Mapledurwell	1981	July 2003
Monk Sherborne	1992	February 2003
Newnham	1981 (amended 1984)	February 2004
North Waltham	1981	February 2004
Old Basing	1973	July 2003
Overton	1971 (amended 2019)	January 2019
Park Prewett	1998	July 2003
Preston Candover	1981	July 2003
Ramsdell	1992	July 2003
Sherborne St John	1983	July 2003
Sherfield on Loddon	1981	July 2003
Silchester	1992	July 2003
St Mary Bourne and Stoke	1985	July 2003
Steveneton	1992	July 2003
Tadley	1981	July 2003
Tadley, Church Road	1982	July 2003
Tufton	1981	July 2003
Tunworth	1981	July 2003
Up Natley	1981	July 2003
Upton Grey	1973	July 2003
Weston Corbett and Weston Patrick	1980	February 2003
Whitchurch	1978 (1978 amended 2019)	December 2019
Worting	1982	July 2003

### *Parks and Gardens*

- 12.12 The National Heritage List for England indicates there are 7 landscapes on the Register of Historic Parks and Garden within the Borough (at Grade II\* and at Grade II). These landscapes are designated heritage assets. Additional historic parks and gardens within Hampshire have been identified by Hampshire County Council and the Hampshire Gardens Trust<sup>114</sup>. Just over 100 landscapes within the borough (which includes those sites on the National Heritage List) are not on the national register and therefore have the status of non-designated heritage assets.

### *Archaeology & Scheduled Monuments*

- 12.13 A variety of archaeology exists within the borough from a range of time periods, with parts of the borough being rich in archaeology, or having high archaeological potential. Based on the National Heritage List for England, there are 96 Scheduled Monuments within the borough. Scheduled monuments are designated heritage assets. Only a very small proportion of important archaeological heritage assets is protected by scheduling: the remainder of our archaeological heritage relies on the planning system for its protection.
- 12.14 The archaeology of Basingstoke and Deane ranges from the stone tools of the hunter gatherers who followed the Loddon and the Test, to the 'Late Iron Age oppidum and Roman town of Calleva Atrebatum and associated earthworks' at Silchester, 'one of the best-preserved in Britain', and the GHQ defence line of the Second World War.
- 12.15 Archaeology plays an important role in the open space and green infrastructure management of the borough. There are frequently direct links between biodiversity value and age of a place, such as ancient woodland and historic hedgerows: hedgerows on historic field boundaries can preserve both ecology corridors and historic landscape character.

### *Settlement Character*

- 12.16 As set out in section 7, outside of Basingstoke Town the borough is predominantly rural with attractive villages and towns within a high quality landscape. Without careful consideration there is the potential for unplanned and poorly designed development proposals to have adverse effects on the character and distinctiveness of existing settlements.
- 12.17 Issues surrounding the character and local distinctiveness of settlements will be explored in detail as the evidence for the Local Plan Update progresses, particularly the evidence which is being prepared as part of the Basingstoke Urban Design Framework, and also the updated Landscape Character Assessment.

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<sup>114</sup> Hampshire Inventory of Historic Parks, Gardens and Public Green Spaces  
<http://research.hgt.org.uk/>

- 12.18 The Design and Sustainability SPD stresses the importance of character and local distinctiveness. In particular it highlights the importance of responding positively to the context in order to protect the existing character of places, enhance it where possible, and create distinctiveness where it is currently lacking. Local guidance documents such as the Landscape, Biodiversity and Trees SPD, and North Wessex Downs AONB Management Plan seek to provide an indication of how development can be planned and designed to be more sensitive to the townscapes and settlement character.
- 12.19 The council has also published a number of village design statements (VDS) which describe the distinctive character of particular villages or towns which can help to inform planning decisions on design in relation to Local Plan Policy. There are currently 17 VDSs for 17 different towns or villages across the borough. Table 18 identifies the Village and Town Design Statements that have been adopted to date.

Table 18: Adopted Village Design Statements for Basingstoke and Deane.

<b>Basingstoke and Deane Adopted Village Design Statements</b>	
Settlement	Date VDS adopted
Ashford Hill with Headley	February 2004
Baughurst	April 2004
Burghclere	October 2002
Cliddesden	February 2004
Dummer	February 2004
East Woodhay	December 2005
Ellisfield	December 2002
Highclere and Penwood	July 2002
Kingsclere	July 2002
Oakley and Deane	April 2004
Old Basing and Lychpit	December 2005
Overton	February 2002
Sherborne St John	February 2004
Silchester	April 2007
St Mary Bourne	December 2005
Tadley	April 2004
Whitchurch	July 2004

- 12.20 The importance of settlement character and local distinctiveness has been a crucial component of the neighbourhood planning process. Policies to address this issue are set out within nearly every neighbourhood plan which has been adopted in the borough:
- Bramley NP policies D1 and D2
  - Kingsclere NP policy K4
  - Oakley and Deane NP policy 13
  - Old Basing and Lychpit NP policy OB&L 7
  - Overton NP policy LBE1

- Sherbourne St John NP policy 2
- Sherfield on Loddon NP policies 1 and 2
- St Mary Bourne policy P7
- Whitchurch NP policy GD1

## **Overview of likely trends without an update to the Local Plan**

- 12.21 New development can have a negative impact on heritage assets and the distinctive character of settlements if they are not considered through the site allocation process and informed by up to date planning policy and associated documents such as Village Design Statements, the Countryside Design Summary and Conservation Area Appraisals.

### **Summary of Baseline data and Key Issues for Heritage and Distinction**

- The borough contains a range of high quality heritage assets that should be protected or enhanced. This includes 1,608 listed buildings, more than 40 Conservation Areas, 96 Scheduled Monuments and 7 landscapes on the Register of Historic Parks and Gardens.
- The potential impact of new development on the borough's built assets and the need to protect the local character and distinctiveness of the borough's settlements

## 13 Likely changes in the future in the absence of an update to the Local Plan

- 13.1 In establishing the baseline position, there is also a need to consider the likely evolution of the environment without the implementation of the Local Plan Update (and associated documents) that will be subject to sustainability appraisal. This can also help inform the identification of sustainability issues.
- 13.2 Sections 3 to 11 have given consideration to key baseline data and highlighted potential future trends which may occur in the absence of new plans throughout and at the end of each chapter. It is worth noting that the Adopted Local Plan covers the period 2011-2029, so whilst it has been considered necessary to update the Plan, there will remain spatial policies in place during this process. Indeed, a number of the current policies are likely to remain in the Local Plan Update if they are considered effective, robust and up-to-date.
- 13.3 A summary of some of the potential future changes in the absence of an update to the Local Plan is provided below. It should be noted that this does not cover all topics that have been outlined in the report to date:
- International awareness of Climate Change and its impacts has increased. Locally, the council's declaration of a Climate Change Emergency needs to be endorsed through relevant plans and programmes, including the Local Plan Update, to help tackle climate change and embed ambitious sustainability principles to ensure that the council's target for carbon neutrality is met. The location and design of new development plays a long term role in minimising carbon emissions. Potential consequences of Climate change include loss of biodiversity and increased flooding.
  - Due to changing housing needs and national requirements there is potentially a need to increase the supply of housing within the time period of the adopted Local Plan in addition to beyond it. In the absence of this, certain policies within the current Adopted Local Plan that direct the location of new development will become out-of-date and housing development will not be plan led. Specific housing needs will not be met without planning policies to provide for them. For example, in the absence of provision for gypsies and travellers there may be an increased number of unauthorized encampments, and a shortage of affordable housing may result in increased homelessness.
  - Potential for further instances of poor quality accommodation and places in the absence of higher quality design policies reflecting national guidance. Opportunities to improve place making, create local communities and improve design distinctiveness would be lost.
  - Changes in the demographics of the population such as an ageing population, will have implications for the local economy, housing and

health infrastructure, and on the viability of local services. Changing needs may not be met.

- A growing population increases demand for leisure, cultural, health, community, sports and education facilities which need to be protected and secured through planning policies.
- Additional development is anticipated to result in the increased use of resources such as land, water, energy - the extent to which this is moderated by any improved efficiencies in existing and new development and infrastructure is not certain but updated planning policies can reduce impact.
- Whilst many environmental and heritage designations are protected by other legislation, local planning policies need to set out how development can be sustainably accommodated whilst protecting these assets, which may require strategic mitigation. Revisions to national legislation also need to be reflected at a local level, such as securing net gains in biodiversity, protecting local environmental assets including open spaces, and greening urban areas . Updated planning policies are also required to minimise flooding (taking into account a worsening situation with climate change) and protect water quality (as required by the Water Framework Directive obligations), whilst also enabling new development to be built.
- A higher population will result in increased transport movements and in the absence of updated planning policies directing development to the best locations to minimise travel and prioritise sustainable travel, there will be consequent adverse impacts on air pollution, carbon emissions, congestion, journey times and highway safety. Updated planning policies are required to facilitate the required step change towards alternative transport modes to the car, including walking and cycling. The Local Plan Update can also enable the delivery of measures and infrastructure to support this agenda including MRT.
- Updated policies can enable and guide the growth and diversity of the borough's economy, seeking to ensure a sustainable balance by protecting strategic employment land, and encouraging inward investment. The number of people employed within the borough is forecast to increase.
- Changes in retail behaviour and the potential impacts of covid-19 on the economy may need more flexible or pro-active policies and approaches to avoid stagnation of retail centres and maintain their appeal to visitors.

13.3 It is not always straightforward to establish likely changes in the future, particularly where there are a number of factors that may pull in different directions. Similarly, there can be step changes in growth and change, for example, those associated with economic cycles. Equally, a number of the forecasts that are available include assumptions that may change – for example as a result of the impact of both Brexit and the Covid-19 Pandemic

on the economy, or changes to environmental legislation as a result of the UK's departure from the European Union.

- 13.4 As well as considering changes for the future, it is also appropriate to recognise that as plans and programmes become older and perhaps more disconnected from other strategies there may be implications for the certainty of direction being provided by plans and the degree of co-ordination on related topics.

## 14 Identifying Sustainability Issues

- 14.1 This section represents Task A3 of the scoping process, the identification of existing environmental, social and economic issues and problems within the borough. These have been drawn from the context review, baseline data and potential future trends highlighted in the preceding sections of this report. The identification of sustainability issues provides a guide for matters that will need to be considered in the updated Local Plan and it also supports the development of sustainability objectives.
- 14.2 Table 20 sets out the issues that have been identified together with the relevant SEA topic(s), and considers the potential ways that future plans could address them. The table has been grouped using the Horizon 2050 themes, therefore reflecting the titles of the previous sections of this report. These themes have been grouped under social, environmental and economic issues.
- 14.3 It should be noted that planning documents may not be able to address all the issues identified. However, it would be important to have regard to such issues even if a solution through the planning system is not available. Ongoing consultation and engagement (not just linked to planning processes) may provide another route to further consider the sustainability issues (especially relating to localised matters) and in order to identify and consider alternative ways of addressing them.

Table 20 – Identified Sustainability Issues within Basingstoke and Deane Borough Council

Sustainability Issue	How plans could address this?	SEA Topic
<b>Social</b>		
<b>Homes and Housing</b>		
<ul style="list-style-type: none"> <li>• The population of the borough is expected to increase by nearly 19% (2014-2039) and this, together with a decreasing household size will increase the need for housing.</li> <li>• Housing delivery has fallen short of its target between 2011 and 2018 but since then has exceeded its target. This trend is reflected in the delivery of Affordable Housing.</li> <li>• House prices remain high with a significant mismatch between earnings and house prices. Numbers on the housing register indicates a high need for affordable housing.</li> <li>• The borough has an ageing population (by 2029, 21% of the borough’s population will be aged over 65) with associated housing, health and social care requirements</li> <li>• There are specific identified housing needs including rural housing, accessible/adaptable accommodation, specialist housing for those with care needs, self-build/custom build opportunities, and provision for gypsies and travellers</li> <li>• There have been some poorer quality developments, particularly where offices have been converted to dwellings. There is a need for continued improvement in the design, build quality and sustainability of new housing</li> </ul>	<ul style="list-style-type: none"> <li>• Enable the provision of sufficient, suitable housing to meet the needs of all sections of the community</li> <li>• Enable the delivery of consistent levels of housing including affordable homes</li> <li>• Support the provision of a range of new housing that is of a suitable size, design and adaptability to meet current and future housing needs</li> <li>• Ensure specific housing needs are met such as provision of land for gypsies and travellers, self-build custom build opportunities and specialist accommodation</li> <li>• Include high quality design policies and supporting guidance to improve design, build quality and sustainability</li> </ul>	<p>Population Human health Material Assets</p>
<p><b>Healthy Safe and Inclusive Communities</b></p> <ul style="list-style-type: none"> <li>• The borough offers a range of leisure and cultural facilities that should be maintained for residents and visitors</li> <li>• There is high quality sports provision across the borough, but some need for improvements have been identified</li> </ul>	<ul style="list-style-type: none"> <li>• Protect existing leisure and cultural facilities and enable new improved facilities if suitable</li> <li>• Ensure access to greenspaces to encourage healthy lifestyles including the provision of</li> </ul>	<p>Population Human health Material assets</p>

<ul style="list-style-type: none"> <li>• The need to retain the balance of high quality but sufficiently local community facilities</li> <li>• There is a potential requirement for additional healthcare facilities, particularly to meet existing shortfall in the east of the Basingstoke and Winklebury and to serve Manydown going forward</li> <li>• The provision of new hospital facilities to replace the existing North Hampshire facility in Basingstoke which is no longer fit for purpose</li> <li>• There is a need to retain and improve essential facilities and services, in local communities, including outside of Basingstoke Town, to ensure social inclusion and sustainability</li> <li>• There is a need to maintain public safety around existing nuclear installations (Atomic Weapons Establishment (AWE) Aldermaston and AWE Burghfield, both outside of the Borough), balanced with meeting the needs of relevant areas</li> <li>• There is relatively little deprivation in the borough but some areas experience relatively high levels of disadvantage in terms of education and crime which need to be addressed at a neighbourhood level.</li> <li>• Whilst there are high levels of safety satisfaction in the borough, there are specific areas of crime, including anti social behaviour, to be addressed.</li> <li>• The need to enable the delivery of suitable regeneration opportunities to be taken forward through the Place Shaping Framework</li> <li>• Increasing recognition of the contribution of the design of new developments in creating sustainable, healthy, safe and inclusive communities</li> </ul>	<p>new greenspace of sufficient quality and quantity in developments. Protect those greenspaces particularly valued by local communities.</p> <ul style="list-style-type: none"> <li>• Maintain and improve access to health and social care, meeting the needs of an ageing population. Include a policy approach that would enable a new hospital facility as suitable.</li> <li>• Protect existing facilities and services, and enable new provision. Ensure the long term sustainability of the borough's rural communities through the direction of suitable levels of growth and change and provide a suitable framework for neighbourhood planning</li> <li>• Ensure public safety is managed in the consideration of policy for new development within the land use planning consultation zones surrounding Aldermaston and Burghfield</li> <li>• Include high quality design policies and supporting guidance to improve design, build quality and sustainability to reduce opportunities for crime and enhance well-being</li> <li>• Support regeneration opportunities identified through the council's Place Shaping Framework</li> </ul>	<p>Cultural heritage</p>
<p><b>Environment</b></p>		
<p><b>Natural Environment</b></p> <ul style="list-style-type: none"> <li>• The natural environment is a key asset of the borough</li> </ul>	<ul style="list-style-type: none"> <li>• Seek to protect and enhance the Borough's landscape character and diversity, and</li> </ul>	<p>Biodiversity Fauna</p>

<ul style="list-style-type: none"> <li>• A significant proportion of the borough is countryside, with distinctive and high quality landscape character areas including the North Wessex Downs AONB. Potential impact of new development on the distinctive landscape areas.</li> <li>• The borough supports a wealth of biodiversity, including designated and non-designated features. There are over 850 protected or notable species.</li> <li>• Ensuring the retention, management and creation of robust habitats that will be able to cope/adjust to the impacts of climate change will be a challenge to be addressed</li> <li>• Pressure on greenfield land (and potentially agricultural land) from new development given the relative shortage of available previously developed land for redevelopment</li> <li>• The River Test and River Loddon are high quality chalk rivers, therefore requiring special protection for both water quality and ecology, alongside other water bodies that should be protected for water quality and biodiversity.</li> <li>• Although only a small percentage of the land area is within floodplain, parts of the borough are vulnerable to groundwater, surface water and sewer flooding.</li> <li>• The borough is within a region that is 'water stressed' and therefore water efficiency measures are required.</li> <li>• There are internationally designated wildlife sites outside of the borough that need to be protected from the impacts of new development within the borough, including those in the Solent and Thames Basin Heaths.</li> <li>• The air quality of the borough is generally good and should be maintained and improved where possible, particularly in certain high density traffic locations in the borough</li> <li>• Trees and hedgerows, including Ancient Woodland, are extensive in the borough and are a valued asset due to their varied benefits including carbon lock up, supporting biodiversity and greening urban areas.</li> </ul>	<p>particularly areas of highest landscape value, i.e. the North Wessex Downs AONB. Ensure any spatial strategy is guided by the borough's Landscape Character Appraisal.</p> <ul style="list-style-type: none"> <li>• Prioritise development on previously developed land and minimise use of greenfield land as far as possible. Ensure efficient use of land with higher density development in appropriate locations.</li> <li>• Ensure retention of the best and most versatile agricultural land where possible</li> <li>• Protect and secure net gains in biodiversity (including trees)</li> <li>• Improve the green environment in urban areas</li> <li>• Improve the connectivity of green infrastructure including greenspace and improve biodiversity</li> <li>• Protect and enhance sites and habitats of local, national and international nature conservation value – any potential adverse effects on designated sites such as Thames Basin Heaths SPA, and the Solent SPA, SAC and Ramsar sites will need to be fully mitigated.</li> <li>• Avoid development in areas at risk of flooding and ensure new development does not increase flood risk to people and property elsewhere</li> <li>• Seek to minimise pollution, such as noise, light, air and water quality, through the location and design of new development, and considering the cumulative impact of development</li> </ul>	<p>Flora Soil Water Air Climatic factors Landscape Human health</p>
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<ul style="list-style-type: none"> <li>The borough has a good range of green infrastructure assets including open spaces. Issues to be addressed include: differing priorities of wildlife and people; impact of new development and biodiversity loss; accessibility and poor linkages.</li> </ul>	<ul style="list-style-type: none"> <li>Ensure new development can be supplied with water without adding to the water stress and whilst maintaining the quality and ecology of water bodies.</li> <li>Ensure the potential cumulative impact of development does not adversely affect biodiversity and watercourses</li> </ul>	
<p><b>Sustainability (whilst the title of this theme would cover economic, environmental, and social issues, for the purpose of H2050 on which it is based it primarily refers to climate change hence it is in the ‘environment’ section)</b></p> <ul style="list-style-type: none"> <li>Climate change will result in higher temperatures, less precipitation in the summer, and more in the winter. This is likely to have a range of impacts on the natural and built environment, with implications for human health. Water resources and flooding may be particularly affected across the borough. The main contributors to carbon emissions in the borough are transport, followed by homes, and industrial uses. The council has set an ambitious target for the borough to be carbon neutral by 2030</li> <li>Additional development and a rising population is likely to increase the use of resources such as land, materials, water, as well as generating increased waste and pollution.</li> <li>The main source of renewable energy in the borough is from photovoltaics. There is the potential for further renewable energy resources to be utilised across the borough.</li> <li>The amount of waste per household/population is decreasing, as is the amount being recycled, and a very small percentage of Hampshire’s waste goes to landfill. A significant proportion is used for energy recovery.</li> </ul>	<ul style="list-style-type: none"> <li>Support measures to adapt and mitigate against Climate Change both in the natural and built environment</li> <li>Support the council’s aim for the Borough to be net zero Carbon by 2030 through increasing energy generation from renewable sources and reducing carbon emissions from sustainable development</li> <li>Implement high standards for sustainable design and construction of new developments, including minimising waste of resources such as water</li> </ul>	<p>Biodiversity Population Human Health Fauna Flora Soil Water Air Climatic factors Material assets Cultural Heritage Landscape</p>
<p><b>Heritage and Distinction</b></p>		

<ul style="list-style-type: none"> <li>The borough contains a range of high quality heritage assets that should be protected or enhanced. This includes 1,608 listed buildings, more than 40 Conservation Areas, 96 Scheduled Monuments and 7 landscapes on the Register of Historic Parks and Gardens.</li> <li>The potential impact of new development on the borough's built assets and the need to protect the local character and distinctiveness of the borough's settlements</li> </ul>	<ul style="list-style-type: none"> <li>Ensure new development protects heritage assets and their setting</li> <li>Ensure the character and identity of settlements is protected and enhanced where possible through the location and design of new development</li> <li>Ensure use of up to date Village Design Statements and Conservation Area Appraisals.</li> </ul>	<p>Cultural Heritage Material assets Landscape</p>
<b>Economic</b>		
<b>Transport</b>		
<ul style="list-style-type: none"> <li>The borough shows a good level of 'self-containment', with a similar number of in-commuters and out-commuters. However, there is high reliance on private transport.</li> <li>Sustainable Transport, including public transport, walking and cycling is being encouraged through various legislation and strategies in order to reduce greenhouse gases, reduce pollution levels and maintain/improve air quality. Ambitions include a Mass Rapid Transport system for Basingstoke Town.</li> <li>Improvements to the road network, as well as step changes in transport provision and travel behaviour will be required to avoid increasing congestion, longer journey times, poor network reliability, and associated negative environmental, safety and social impacts. This is likely to include significant changes to the strategic network (M3 and A33) to accommodate further growth in Basingstoke.</li> <li>New developments should be located and designed to minimise the need to travel, promote sustainable transport modes, and improve accessibility</li> <li>Access to facilities and services is a key issue, particularly for those living outside of Basingstoke Town.</li> </ul>	<ul style="list-style-type: none"> <li>Ensure a balance of new housing and employment opportunities to minimise commuting and support the current self-containment of Basingstoke Town</li> <li>Consider accessibility to facilities and services when planning for future development</li> <li>Minimise the need to travel generally and facilitate a step change in travel patterns to more sustainable transport options, such as walking and cycling, including through the location and design of development.</li> <li>Consider and safeguard potential future requirements for a Mass Rapid Transport System for Basingstoke Town and a new transport hub at Basingstoke Station.</li> <li>Seek to minimise congestion and any deterioration in air quality as a result of new development</li> <li>Support the provision of suitable infrastructure to ensure the maintenance of a</li> </ul>	<p>Population Human health Air Climatic factors Material Assets</p>

	safe and effective highway network, including potential significant changes to the strategic road network.	
<p><b>Education</b></p> <ul style="list-style-type: none"> <li>• School capacity is an issue with some primary schools at capacity, and some secondary schools with spare capacity, particularly where performance is low. There is some spatial disparity in the capacity/standard of schools across the borough.</li> <li>• There is a programme of school expansion and new facilities across the borough, particularly associated with new development, albeit this remains under review associated with pupil numbers</li> <li>• Educational attainment, particularly at secondary school level, could be improved</li> <li>• Whilst the town has two high quality further education colleges in Basingstoke Town, there is an identified need for further higher university-level education provision that links students and skills with local employers.</li> </ul>	<ul style="list-style-type: none"> <li>• Support the improvement/expansion of education facilities in the borough, including higher level education</li> <li>• Ensure new development is provided for in terms of education provision</li> <li>• Support measures to improve the skill levels of the local workforce, including higher level education provision</li> </ul>	Population
<p><b>Economy and Entrepreneurship</b></p> <ul style="list-style-type: none"> <li>• The diversity of jobs across all sectors is a great strength for the borough's economy and local labour market.</li> <li>• There is low unemployment and wages are relatively good</li> <li>• Many of Basingstoke's older employment areas are of poor quality and lack Grade A office space. Weak demand for office space has been identified in the latest Economic Needs Assessment (although there has been subsequent uptake of office space in some areas) but a relatively strong industrial market. There is strong demand for further supply and distribution premises but a constrained supply of suitable sites.</li> <li>• Basing View, an identified Enterprise Zone, is undergoing regeneration to create investment opportunities and further jobs.</li> </ul>	<ul style="list-style-type: none"> <li>• Maintain a sustainable balance of employment and jobs - this could be through site allocations for new development as well as protection of strategic employment sites</li> <li>• Encourage new and varied employment opportunities to support the growing population</li> <li>• Support provision of improved communications infrastructure</li> <li>• Support the regeneration of the borough's strategic employment areas including the</li> </ul>	Population Material Assets

<ul style="list-style-type: none"> <li>• The recent conversions of offices to dwellings as Permitted Development has resulted in a significant loss of employment floorspace and issues with the quality of dwellings provided, lack of affordable housing and infrastructure provision.</li> <li>• The rural economy is important to the borough and the sustainability of rural areas. Challenges include restructuring of agriculture, lack of appropriate premises, and variable communications infrastructure such as broadband.</li> <li>• The borough's shopping centres are facing major challenges as a result of changes in how people shop and spend their leisure time.</li> <li>• Basingstoke Town has generally been performing well but has seen an increase in vacant properties more recently and a reduction in footfall in some parts.</li> <li>• It will be necessary to ensure that no adverse impacts result from the regeneration of the Leisure Park, and that designated centres maintain their vitality and attractiveness.</li> <li>• The retention and improvement of services and facilities is a key issue, particularly for residents outside of Basingstoke Town</li> </ul>	<p>provision of higher quality accommodation, particularly at Basing View</p> <ul style="list-style-type: none"> <li>• Review the impact of office conversions to dwellings and consider the need for a policy response</li> <li>• Support the provision of suitable new employment land to meet identified needs, including storage and distribution</li> <li>• Ensure delivery of infrastructure in a timely manner</li> <li>• Support the sustainability of smaller communities through new development</li> <li>• Ensure Basingstoke Town remains an attractive and accessible retail and cultural centre for a range of users, including regenerating the Leisure Park</li> <li>• Support development which improves the vitality and viability of the borough's retail centres in light of changing needs and trends</li> <li>• Support sustainable businesses, leisure and tourism activities in rural areas and enable diversification of agricultural businesses</li> </ul>	
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## 15 Sustainability Objectives and Appraisal Framework

- 15.1 This section represents Task A4, which relates to the preparation of the sustainability appraisal framework (including identification of sustainability objectives). The proposed sustainability objectives are provided in Table 21. These have been designed accounting for the sustainability (including environmental) issues that have been identified in the preceding tasks and to take account of relevant plans, policies and programmes, and the Horizon 2050 Vision and Council Plan objectives.
- 15.2 The sustainability objectives provide the basis for appraising future plans to which the SEA Regulations apply. In relation to some of these documents, it may be appropriate to review whether all of the objectives are relevant to the assessment of their sustainability (i.e. scope out certain objectives). The Sustainability Appraisal report will explain which objectives have been used and, if applicable, why some objectives have been omitted. Whilst there may be some overlap, SA objectives are different in purpose from plan objectives – the SA objectives will tend to identify preferable outcomes, whilst the Local Plan objectives will focus on outputs.
- 15.3 To assist in the appraisal of Plan policies against the more general SA objectives, more detailed indicative tests/decision making criteria have been proposed and are set out in the SA framework. In order to monitor the effectiveness of the Plan against the SA objectives, a number of potential indicators have been identified (bracketed information provides the source). Furthermore, a site specific SA framework has been developed which contains a set of more specific appraisal criteria to assess the impact of proposed development. This site specific SA Framework is set out in Table 22. The sustainability appraisal framework also identifies which of the SEA topics and which of the Horizon 2050 themes each of the objectives relates to.
- 15.4 The sustainability appraisal framework will be kept under review. It may be necessary to amend or supplement the objectives depending on the particular policies being appraised or where other factors may make an update necessary.

**Table 21: Sustainability Appraisal Framework**

**Sustainability Appraisal Framework for Basingstoke and Deane**

Indicative Test/decision-making criteria	Potential Indicators	SEA Topic	Horizon 2050 Themes
<b>Social</b>			
<b>Objective 1: Enable the provision of affordable, adaptable, and high quality homes for all</b>			
<p>There is an identified need for new housing in the borough based on the increasing population, decreasing household size, and slower delivery of housing over the current adopted plan period (although this has recently improved). Housing provision needs to meet the needs of all, in terms of mix, location, type and size. This includes affordable housing, in order to ensure the needs of those unable to access the housing market are met and reduce homelessness. The needs of specific groups such as gypsies and travellers, and the ageing population should also be met. New housing should be of a high quality, well designed and with minimal impact on natural resources.</p>			
<p>Will it increase housing supply?                      Will it ensure that delivery levels are maintained in line with identified targets?                      Will it provide an appropriate mix of types and sizes of homes to meet local needs?                      Will it support the delivery of affordable housing to meet identified needs and reduce homelessness?                      Will it provide high quality, well designed and sustainable development?                      Will it provide adaptable, lifetime homes?                      Will it meet the housing needs of specific groups such as gypsies and travellers, the ageing population?</p>	<ul style="list-style-type: none"> <li>• Net additional dwellings completed (AMR)</li> <li>• Housing trajectory for projected housing completions (AMR)</li> <li>• Number of affordable homes delivered (AMR)</li> <li>• House price to income ratio</li> <li>• Size and type of homes delivered (AMR)</li> <li>• Net additional gypsy, traveller and travelling showpeople plots / pitches (AMR)</li> <li>• Number of people in identified need on the Housing Register (BDBC Housing Register)</li> <li>• Number of accessible and adaptable homes provided in new developments (AMR)</li> <li>• Building for Life Assessments (AMR)</li> <li>• Numbers of plots required on the self-build register (Self build register) and provided (AMR)</li> <li>• Specialist accommodation for older people and those with support needs (AMR)</li> </ul>	<p>Population                      Human Health                      Material Assets</p>	<p>Homes and Housing                      Healthy, safe and inclusive communities</p>

	<ul style="list-style-type: none"> <li>• New homes delivered through Permitted Development Rights (AMR)</li> </ul>		
<b>Objective 2: Ensure the creation of healthy, inclusive and safe communities, both in relation to the provision of new neighbourhoods, and the enhancement of existing places, including by supporting regeneration.</b>			
<p>New development needs to be designed to be safe and inclusive, minimising potential for crime. Existing local/essential services and facilities need to be maintained and improved to ensure access to health and social care, leisure facilities and to provide a focal point for communities, and these need to be incorporated into new developments where additional facilities are necessitated by and can be supported by the development. There is a potential requirement for additional healthcare facilities, including a new hospital. New development should be of high quality design with access to a range of greenspace in order to support health, well-being and community cohesion. Public safety around the AWE installations to the north of the borough needs to be maintained. There are pockets of deprivation within the borough that need to be addressed through physical regeneration, improved access to services and place shaping, in a manner which maintains and enhances community cohesion</p>			
<p>Will it reduce deprivation in the most deprived areas of the Borough? Does it protect existing local facilities and services, and enable new provision, particularly outside of Basingstoke Town? Will it support the regeneration of relevant areas? Will it reduce opportunities for crime (e.g. through design and layout)? Does it accord with the Off-Site Emergency Plan for the nuclear installations outside of the Borough? Will it improve access to health and social care? Will it provide opportunities for healthy lifestyles including access to greenspace? Will it increase the greening of urban areas?</p>	<ul style="list-style-type: none"> <li>• Indices of deprivation – numbers of super output areas ranked as most deprived (MHCLG Indices of Deprivation)</li> <li>• Proportion of residents that feel safe outside in their local area (BDBC residents survey)</li> <li>• Recorded crime rates, threats and priorities (Safer North Hampshire Partnership Strategic Assessment)</li> <li>• Development within buffer zones of nuclear installations (AMR) Regeneration schemes identified through the Place Shaping Framework/Community Investment Framework</li> <li>• Life expectancy (ONS)</li> <li>• Health indicators (Census)</li> <li>• Provision and quality of sports facilities (Leisure &amp; Recreation Needs Assessment)</li> <li>• Planning applications for green infrastructure/sports facilities (AMR)</li> <li>• Quality and Accessibility of open space</li> <li>• Provision of new health facilities (AMR)</li> <li>• Sport participation levels (Sport England)</li> </ul>	<p>Population Human Health</p>	<p>Healthy, safe and inclusive communities</p> <p>Natural Environment</p> <p>Transport</p>

<p>Will it maintain or improve public access to open space and sport/recreation facilities? Will it help deliver high quality design and support well-being? Will it ensure a high standard of amenity for residents?</p>	<ul style="list-style-type: none"> <li>• % of residents describing their health as good (Census)</li> <li>• Building for Life Assessments (AMR)</li> </ul>		
<p><b>Objective 3: Reduce the need to travel, improve choice and access to sustainable transport options including walking and cycling as well as ensuring a safe and efficient transport system</b></p>			
<p>In order to reduce congestion, greenhouse gases and air pollution, and encourage healthy lifestyles, the siting and design of new development (and availability of local services) should minimise the need for use of the private car, whilst supporting public transport services, walking and cycling. Changes to the strategic and local road network may be required alongside new development, as well as planning for the future requirements for a Mass Rapid Transport System for Basingstoke Town, and supporting the development of Station Approach as a transport hub.</p>			
<p>Will it minimise the need to travel? Will it reduce the need to travel by car and shorten the length and duration of car journeys? Will it reduce private vehicular use and encourage the use of public transport, cycling and walking? Will it enable sustainable access to services and facilities, particularly in rural areas? Does it support the longer term development of a Mass Rapid Transport System in Basingstoke? Does it support the delivery of a transport hub?</p>	<ul style="list-style-type: none"> <li>• Commuter flows (Census)</li> <li>• Method of travel to work (Census)</li> <li>• Patronage of buses and trains</li> <li>• The Borough's Transport Strategy – traffic demand and journey times</li> <li>• Cycle journeys (Cycle Strategy monitoring)</li> <li>• Improvements to the strategic road network</li> </ul>	<p>Air Climatic factors</p>	<p>Transport Sustainability</p>

<p>Is safe and efficient access maintained on the local and strategic transport networks? Will it enhance access and movement in Basingstoke Town Centre?</p>			
<b>Environmental</b>			
<b>Objective 4: Reduce pollution (including minimising emissions of greenhouse gases to achieve zero net carbon) and support mitigation and adaptation measures required for the impact of climate change</b>			
<p>New development, through its location and design, should reduce or minimise greenhouse gases and other pollutants. Opportunities for renewable energy should be supported to encourage low carbon use and reduce greenhouse gases in order to support the council's aim for the borough to be net zero carbon neutral by 2030. The impact of climate change in the future needs to be taken into account and necessary adaptation measures supported.</p>			
<p>Will it reduce or minimise greenhouse gas emissions? Does the location, design and layout of new development address the impact of climate change? Will it promote the use of renewable energy technologies? Will it help reduce vulnerability to the effects of climate change? Will it support adaptation options / evolution of the environment to climate change? Will it help to reduce levels of air pollution? Will it minimise noise pollution? Will it enable the remediation of contaminated land? Will it be compatible with neighbouring uses/users?</p>	<ul style="list-style-type: none"> <li>• Carbon dioxide emissions in the Borough (BEIS)</li> <li>• Energy use (gas / electricity) per consumer (BEIS)</li> <li>• Installed renewable energy generation (DEFRA/AMR)</li> <li>• Renewable heat installations and capacity (BEIS)</li> <li>• National performance against Climate Change Act 2008 targets</li> <li>• Declaration of Air Quality Management Area (AQMA)</li> <li>• BDBC Air Quality Annual Status Report</li> </ul>	<p>Climatic Factors Air Material Assets Population Landscape Water Human Health Soil Biodiversity Flora Fauna Cultural Heritage</p>	<p>Homes and Housing  Healthy safe and inclusive communities  Natural Environment  Sustainability  Transport  Economy and entrepreneurship</p>
<b>Objective 5: Minimise and improve the efficiency of resource use</b>			

<p>The impact of additional development and a rising population on the use of resources such as land, materials, and waste needs to be minimised through the choice of sites, and implementation of sustainable design and construction techniques.</p>			
<p>Will it encourage the re-use of existing buildings?  Will it encourage the re-use of previously developed land?  Will it encourage an efficient use of land and an appropriate use of the site in light of alternative uses?  Will it retain the Borough's best and most versatile agricultural land?  Will it result in a reduction in waste?  Will it support sustainable design and construction techniques in new development?  Will it ensure effective use of mineral resources?</p>	<ul style="list-style-type: none"> <li>• Proportion of homes built on previously developed land (AMR)</li> <li>• Density of development (AMR)</li> <li>• Development on best and most versatile agricultural land</li> <li>• Levels of household waste recycling (HCC)</li> <li>• Contaminated Land Register (BDBC)</li> </ul>	<p>Climatic factors  Air  Material assets  Population  Landscape  Water  Human health  Soil  Flora  Fauna</p>	<p>Natural Environment  Sustainability</p>
<p><b>Objective 6: Conserve, and where possible, improve biodiversity, including connectivity</b></p>			
<p>The borough contains significant biodiversity assets, including designated and non-designated features. These, together with designated sites outside of the borough, need to be maintained and improved, and new developments should secure net gains in biodiversity and seek to improve the connectivity of green infrastructure.</p>			
<p>Will it maintain and enhance the Borough's biodiversity?  Will it protect species, sites and habitats of local, national and international nature conservation value within and outside of the borough?</p>	<ul style="list-style-type: none"> <li>• Area/Condition of SSSIs (HBIC)</li> <li>• Number of BAP priority species and habitats within the Borough (HBIC)</li> <li>• Number / amount of local important nature conservation sites (SINCs) within the Borough (HBIC)</li> </ul>	<p>Biodiversity  Flora  Fauna  Landscape  Soil  Water  Air  Climatic Factors</p>	<p>Natural Environment  Sustainability</p>

<p>Does it deliver opportunities to achieve net gains in biodiversity, including improvement to the connectivity of green infrastructure?  Will it retain trees and support new tree and hedgerow planting?  Will it enable habitats to cope/adjust to the impacts of climate change?</p>	<ul style="list-style-type: none"> <li>• Hectares of biodiversity habitat delivered through strategic allocations (AMR)</li> <li>• Net gain in biodiversity (AMR)</li> <li>• Improvements in the connectivity of greenspaces (Greenspace Strategy)</li> <li>• Development adjacent to watercourses</li> <li>• New development within buffer/catchment zones of international designations outside of the Borough</li> <li>• Appropriate Assessments for developments likely to impact on European protected nature conservation sites</li> <li>• Planning applications within SSSI's/SINCs (AMR)</li> </ul>		
<b>Objective 7: Maintain and improve water quality, and ensure the sustainable management of water resources</b>			
<p>Development proposals need to be located and designed to ensure protection of the Borough's sensitive water environment (including its biodiversity), as well as protected sites outside of the borough boundary. The River Test and Loddon are high quality chalk rivers, requiring special protection for both water quality and ecology, alongside other water bodies that should be protected for water quality and biodiversity.. The borough is within a region that is 'water stressed' and therefore water efficiency measures are required.</p>			
<p>Will it maintain, and where possible improve, the quality of the water environment?  Will it safeguard groundwater resources?  Will it avoid increases in demand for water and ideally reduce demand?  Is there appropriate water and wastewater infrastructure available?  Will it support the delivery of appropriate water and wastewater infrastructure?</p>	<ul style="list-style-type: none"> <li>• Environment Agency monitoring of the Water Framework Directive (RBMP)</li> <li>• Per capita water consumption (WRMP)</li> <li>• Supply / demand balances in water resources (WRMP)</li> <li>• Water Cycle Study for the borough</li> <li>• Development within groundwater source protection zones</li> </ul>	<p>Water  Biodiversity  Flora  Fauna  Human Health  Material Assets  Soil</p>	<p>Natural Environment  Sustainability</p>

<b>Objective 8: Reduce the risk of flooding and the resulting detriment to the local community, environment and economy</b>			
New development needs to be located and designed to prevent flooding of new and existing communities, taking into account future risks as a result of climate change, and through application of the sequential test for new developments. Although only a small percentage of the borough is within floodplain, parts of the borough are vulnerable to groundwater, surface water and sewer flooding.			
<p>Will it result in new development within Flood zone 2 and/or 3?</p> <p>Will it reduce vulnerability to flooding?</p> <p>Does it increase the risk of flooding on-site or downstream?</p> <p>Will it increase the use of Sustainable Urban Drainage Systems (SUDS) within development?</p>	<ul style="list-style-type: none"> <li>• Number of new homes approved in Flood Zone 2 and/or 3 (AMR) or other area identified as being at flood risk in the SFRA</li> <li>• Planning permissions granted contrary to the advice of the Environment Agency (AMR)</li> <li>• Number of localised flooding incidents reported (BDBC/HCC)</li> <li>• Number of new developments that incorporate SUDS</li> <li>• Submission of Flood Risk Assessments</li> </ul>	<p>Water</p> <p>Population</p> <p>Human Health</p> <p>Soil</p> <p>Biodiversity</p> <p>Flora</p> <p>Fauna</p> <p>Landscape</p> <p>Material Assets</p> <p>Cultural Heritage</p>	<p>Homes and Housing</p> <p>Healthy, safe and inclusive communities</p> <p>Natural Environment</p> <p>Sustainability</p>
<b>Objective 9: Protect, and where possible enhance, the character and quality of the local landscape and geodiversity</b>			
The borough comprises distinctive and high quality landscapes, including the North Wessex Downs AONB. Planning policies should ensure that new development is sited and designed to protect and enhance the distinctive landscape areas.			
<p>Will it protect areas of highest landscape value such as the AONB?</p> <p>Will it protect and enhance the Borough's landscape character and diversity?</p>	<ul style="list-style-type: none"> <li>• New development within the AONB</li> <li>• Planning applications for new development in the countryside (AMR)</li> <li>• Consistency with design guidance within Village Design Statements, Neighbourhood Plans, Landscape Character Assessment and Landscape Sensitivity Study</li> </ul>	<p>Landscape</p> <p>Soil</p> <p>Fauna</p> <p>Flora</p>	<p>Natural Environment</p> <p>A borough with heritage and distinction</p>
<b>Objective 10: Protect, and where possible enhance, heritage assets</b>			
The borough contains a range of high quality heritage assets that should be maintained or enhanced. This includes 1608 listed buildings, more than 40 Conservation Areas, 96 Scheduled Monuments, and 7 landscapes on the Register of Historic Parks and Gardens.			
<p>Will it protect, and where possible enhance, the Borough's historic and cultural heritage?</p>	<ul style="list-style-type: none"> <li>• Number of buildings on the 'at risk' register (Historic England)</li> </ul>	<p>Cultural heritage</p> <p>Material assets</p>	<p>A borough with heritage and distinction</p>

Will it safeguard sites and monuments of archaeological importance?	<ul style="list-style-type: none"> <li>• Number of Scheduled Monuments, listed buildings, historic parks and gardens, conservation areas and other heritage assets (Historic England)</li> <li>• Conservation Area Appraisals/Village Design Statements</li> </ul>		
<b>Objective 11: Conserve and enhance the character of the borough's settlements through high quality design that maintains and strengthens local distinctiveness</b>			
The borough comprises numerous attractive towns and villages and new development needs to protect the local character and distinctiveness of the borough's settlements. This relates to the location of development, its integration with the existing settlement and its design and layout. This is important for supporting sustainable patterns of development by making the borough's settlements desirable places to live.			
<p>Does it respect the local character and distinctiveness of settlements?</p> <p>Will it promote sustainable design, which still achieves design solutions which are sensitive to the context and achieve high quality design?</p> <p>Will it retain the unique and individual character of settlements, by preventing coalescence?</p>	<ul style="list-style-type: none"> <li>• Village Design Statements</li> <li>• Building for Life Assessments (AMR)</li> </ul>		
<b>Economic</b>			
<b>Objective 12: Ensure sustainable economic growth, supporting the diverse economy of the borough and enabling opportunities for new sectors, in order to maintain high levels of employment</b>			
The projected increase in population will need to be supported by sustainable economic growth to maintain the balance of housing and jobs, and sustain employment opportunities, as well as maintaining productivity within the borough and ensuring it remains attractive to new investment. There is a need to ensure sufficient availability of employment land, and the redevelopment of Basing View will create further jobs and investment opportunities. The rural economy plays an important role in the sustainability of rural areas.			
Will it ensure the delivery of an appropriate balance of housing and jobs?	<ul style="list-style-type: none"> <li>• Employment/unemployment rates (ONS Annual Population Survey)</li> <li>• Earnings (ONS)</li> </ul>	Population Human health Material assets	Economy and Entrepreneurship

<p>Will it maintain or provide a sufficient supply of employment land to meet the needs of existing businesses and attract inward investment? Does it support the redevelopment of Basing View? Will it encourage business start-up and growth? Will it maintain the diversity of the economy through the provision of a range of employment land and premises? Will it help meet demand for storage and distribution premises? Will it support the rural economy?</p>	<ul style="list-style-type: none"> <li>• Commuting flows to/from the Borough (Census)</li> <li>• Commercial floorspace availability and take-up (AMR)</li> <li>• Business births/survival rates (ONS UK Business Counts)</li> <li>• Employee jobs per sector (ONS Business Register &amp; Employment Survey)</li> <li>• New/loss of office, industrial, storage and distribution premises</li> <li>• Gain/loss of employment land (AMR)</li> <li>• Amount of available employment land (AMR)</li> <li>• Planning applications for redevelopment of Basing View</li> </ul>		
<p><b>Objective 13: Facilitate access to high quality education facilities in order to improve educational attainment and increase opportunities for new skills and learning that meet the needs of the local workforce</b></p>			
<p>With new development there is a need for new or expanded school provision. Whilst planning policies have a limited role in educational attainment (which needs to be improved), they can ensure that the capacity of schools meets the needs of the growing population, and support proposals that provide improved access to education and training. There is an identified need for further higher level education provision that links students and skills with local employers.</p>			
<p>Will it provide new/improved educational facilities? Will it provide access to education, skills and training (encouraging lifelong learning)?</p>	<ul style="list-style-type: none"> <li>• Provision of new/expanded education facilities alongside new development (AMR/HCC Schools Places Plan)</li> <li>• Proportion of population educated to degree level or higher (Census)</li> <li>• Educational performance including Key Stage 2 pupils achieving expected standard and above and Key Stage 4 pupil attainment levels (Department of Education)</li> </ul>	<p>Population Material Assets</p>	<p>Economy and Entrepreneurship Education</p>

	<ul style="list-style-type: none"> <li>• Provision of higher level education</li> </ul>		
<b>Objective 14: Ensure access to services and facilities in order to sustain the vibrancy of communities and enhance the attractiveness of town centres to visitors</b>			
<p>This objective seeks to promote Basingstoke Town and smaller centres, and retain their viability and vitality. It seeks to ensure provision of essential services as well as facilities that serve a wider community and encourage visitors and inward investment. In particular, there is a need to ensure accessibility to public transport and services/facilities in rural areas to support a prosperous rural economy and the needs of local communities.</p>			
<p>Will it support the provision and retention of key facilities and services to meet the needs of local communities?  Will it promote the viability and vitality of the Borough's town, district, and local centres?  Will it enable Basingstoke Town Centre to reflect and adjust to changing retail and leisure trends? Will it improve the image of the Borough to attract inward investment and tourism?</p>	<ul style="list-style-type: none"> <li>• Retail assessment</li> <li>• Town centre health checks</li> <li>• Availability of services within settlements</li> <li>• New retail/loss of retail floorspace (AMR)</li> <li>• Planning applications at Basingstoke Leisure Park</li> <li>• Planning applications for new/loss of local services outside of Basingstoke Town (AMR)</li> </ul>	<p>Population  Human health  Material assets</p>	<p>Healthy safe and inclusive communities  A borough with heritage and distinction  Transport  Economy and Entrepreneurship</p>

**Table 22: Sustainability Appraisal Framework for Site appraisal**

15.5 In order to integrate the detailed site assessment work into Sustainability Appraisal as one process, the Sustainability Appraisal Framework has been refined slightly for sites to include more detailed criteria that are linked to the overall SA objectives. The following table shows the link between the site assessment criteria (including detailed criteria) and the relevant SA Objective. It includes criteria for the range of site uses likely to be assessed, but it may be that some of the criteria are ‘scoped out’ for some groups of sites. For example, some of the criteria may only be appropriate for assessing employment sites, and are not relevant to the housing sites. It may be that this framework and criteria will need to be further refined as the Local Plan Update and Sustainability Appraisal progresses.

SA Objective	Site Assessment Criteria	Detailed Criteria	Grading	Comments
1.Enable the provision of affordable, adaptable and high quality homes for all	The development of the site is deliverable, economically viable, and accords with financial contributions, infrastructure provision and policy requirements	there is a reasonable prospect that housing will be developed on the site at a particular point in time;	Green	
		market cost or delivery factors have been identified which may delay the achievability of the site	Yellow	
		delivery is not achievable.	Red	
2: Ensure the creation of healthy, inclusive and safe communities, both in relation to the provision of new neighbourhoods, and the enhancement of existing places, including by supporting regeneration	falls within a deprived area or area identified for regeneration	The site falls within an identified area for regeneration or within a lower super output area which is within the 20% most deprived nationally and the development can positively contribute towards the objective to a significant extent;	Green	
		the site falls within an identified area for regeneration or within a lower super output area which is within the 20% most deprived nationally and the development can positively contribute towards the objective to a limited extent or it is located outside of such an area but may have indirect benefits for the deprived/regeneration area:	Light Green	
		The site is unlikely to impact upon deprived areas or areas identified for regeneration;	Yellow	
		The site/development could have a limited negative impact on deprivation/regeneration objectives, including indirect impacts from sites outside such areas;	Light Red	
		The site/development could have a significant negative impact on deprivation/regeneration objectives.	Red	

There would be capacity within local health/social care facilities to serve the site or new facilities could be provided	There is plenty of capacity within existing local health/social care facilities to serve the site;		
	There is sufficient capacity at present		
	There is insufficient capacity at present but there is scope to accommodate the site through expansion of existing facilities or by on-site provision of new facilities		
	services are too remote from the site or there is insufficient capacity and neither opportunity for expansion nor provision of facilities to meet the needs of residents of the site		
	there is significant pressure on existing services and these may not be able to handle the additional demand associated with the proposal.		
The development can provide appropriate open space/green infrastructure or existing open space provision is sufficient to meet with increased needs	there is sufficient and appropriate open space/green infrastructure already available to meet with increased needs		
	there is insufficient open space/green infrastructure but needs can be met through on-site provision; or		
	there is insufficient open space/green infrastructure to meet increased needs and on-site provision is not achievable due to site constraints/cost		
The site will promote peaceful and integrated co-existence between the site and the local community (G&T sites only)	The development of the site is likely to be successful in promoting peaceful and integrated co-existence		
	the site may involve some factors which inhibit the achievement of peaceful and integrated co-existence, but it is likely that these can be satisfactorily mitigated		
	the site may involve some factors which inhibit the achievement of peaceful and integrated co-existence, and it is unlikely that these can be satisfactorily mitigated		
	there are significant factors which would inhibit the achievement of peaceful and integrated co-existence, but these can be partially mitigated		
	there are significant factors which would inhibit the achievement of peaceful and integrated co-existence, and it is unlikely that these can be mitigated		
The site provides a settled base (G&T sites only)	The site would provide a permanent settled base and is available immediately		
	the site would provide a permanent settled base, but would not be available immediately		
	the site may not be permanent, but there is no evidence of an intention to pursue alternative uses		

		the site would provide a temporary base, but this is likely to be for a significant time period		
		the site would only provide a temporary base and alternative uses may be pursued in the near future.		
	The size of the site would be well related to the nearest settled community (G&T sites only)	The size of the site would not dominate the nearest settled community		
		the size of the site would not dominate the nearest settled community, but may do if expanded		
		the size of the site would be moderately disproportionate in size when compared with the nearest settled community		
		the size of the site would be significantly disproportionate to the nearest settled community		
	There is scope for the site to be expanded in order to meet the needs of future generations (G&T sites only)	There is scope for the site to be expanded in a manner which would be unlikely to have detrimental impacts		
		there is scope to expand the site with only moderate detrimental impacts which are capable of being mitigated		
		the site is capable of being expanded, with moderate detrimental impacts, which may be difficult to mitigate		
		there is no space to expand the site, or any expansion would be likely to involve significant detrimental impacts which would be difficult to mitigate		
3. Reduce the need to travel, improve choice and access to sustainable transport options including walking and cycling as well as ensuring a safe and efficient transport system	The site is accessible by a range of existing sustainable transport modes, or can realistically be made accessible, to key facilities and services including education, employment, medical centres and, town centres and community facilities (this will be informed by more detailed criteria based on varying distance thresholds appropriate to the service/facility, and will consider whether there are opportunities to promote walking, cycling and public transport, and provide a genuine choice of transport modes)	The site is close to or easily accessible to key services		
		Some services are inaccessible or would need additional access provision, but this can be addressed by additional infrastructure		
		some services are inaccessible or would need additional access provision, but this can be addressed by additional infrastructure;		
		only some services are accessible and it is unlikely that additional infrastructure can be provided to mitigate this		
		or the site is remote in relation to most or all key services by existing networks and they can only be accessed by private car, and it is not likely to be possible to provide or extend existing sustainable transport infrastructure		

	There would be opportunities for the development of the site to provide viable new/improved transport infrastructure, that offers a genuine choice of transport modes including walking, cycling and public transport use that would successfully integrate into the existing movement networks	The development of the site would offer clear opportunities to improve transport options, and these are likely to be deliverable	Green	
		the site may offer the opportunity to improve transport options, but this is not clearly defined and/or there is uncertainty about the deliverability potential	Yellow	
		the potential to deliver any improved transport infrastructure is limited, and/or there are concerns that such infrastructure may well be undeliverable	Red	
		there is no potential to deliver improved transport options and/or the deliverability of any potential options is very likely to be undeliverable	Red	
	There would be suitable highway access for all users	The site has an existing suitable access for all users;	Green	
		a new or improved access can realistically be provided without causing significant detrimental impacts or impacting markedly on viability	Yellow	
		providing new or improving an existing access for all users is potentially achievable, but may result in detrimental impacts or impinge on viability, but it is likely that this can be adequately mitigated;	Red	
		services are currently too remote from the site/ there is insufficient capacity and there are no opportunities for expansion or provision of new facilities	Red	
	The existing highways infrastructure can accommodate additional traffic flows or appropriate additional infrastructure or mitigation measures could be provided	it is likely that the local highway network can accommodate the additional traffic flows generated from the site without causing severe impact on road network	Green	
		mitigation measures could realistically be used to accommodate traffic generated from the site	Yellow	
		significant investment would be needed to accommodate flows on the wider network to mitigate congestion, and it is unclear whether this can be mitigated against	Red	
		the additionally generated traffic would have a severe impact, which it would not be able to be mitigated against.	Red	
4. Reduce pollution (including minimising	The development of the site is unlikely to lead to exceedance	The development of the site provides an opportunity to improve air quality	Green	

emissions of greenhouse gases to achieve zero net carbon), and support mitigation and adaptation measures required for the impact of climate change	of national air quality objectives, or be likely to expose people to levels of air pollution which exceed national air quality objective levels	there will be no change in air quality levels		
		there is potential for change, and this may require further consideration		
		there is the potential for a detrimental impact on air quality, but mitigation measures have been proposed		
		there is a risk of exceedance of national air quality levels		
	Development of the site would be compatible with nearby land uses	development of the site for the proposed use will be compatible with nearby land uses, and will not impose onerous restrictions on the existing land use		
		development of the site is likely to be compatible with nearby land uses provided appropriate mitigation measure are incorporated into the new development		
		development of the site is likely to create a significant conflict with nearby land uses and it is unlikely that adequate mitigation measures can be incorporated into the new development		
	The site benefits from suitable ground conditions	No evidence of previous contamination		
		owing to previous use, there could be some contamination, but this is not likely to be prohibitive to development		
		previous use indicates potential for significant contamination, which could impact upon the development of the site		
	The site would not be adversely affected by noise pollution	The site would be free of any adverse noise impact;		
		the site would be impacted by noise, but it is likely that this can be satisfactorily mitigated		
the site would be impacted by significant amounts of noise, but it is likely that this can be mitigated;				
the site would be impacted by significant amounts of noise, and it is not likely that this can be satisfactorily mitigated.				
5. Minimise and improve the efficiency of resource use	The site would have the potential to incorporate and/or promote the use of sustainable design features and climate change adaption/mitigation measures	The site has considerable potential to utilise a wide range of sustainable design features and climate change adaption/mitigation measures		
		the site has the potential to deliver a limited range of sustainable design features and climate change adaption/mitigation measures		

		there are likely to be significant limitations on the potential to utilise sustainable design features climate change adaption/mitigation measures.		
Development of the site would avoid the loss of best and most versatile agricultural land (Agricultural Land Classification)		Wholly or predominantly Grade 5 (very poor quality)		
		Wholly or predominantly Grade 4 (poor quality);		
		Wholly or predominantly Grade 3b (moderate quality)		
		Wholly or predominantly Grades 1, 2 or 3a (excellent quality/very good/ good)		
Re-use of previously developed land (where the site involves a mixture of PDL and greenfield- the assessment will take account of the proportion of the site which is currently previously developed)		The development of the site would make use of previously developed land (PDL) which currently has a detrimental impact upon the local environment/local communities		
		development of the site would involve development of previously developed land which currently does not have a detrimental impact on the local environment		
		Development of the site would involve a combination of previously developed and non-previously developed land.		
		Development would involve previously developed land, but it is situated in an isolated location		
		involves development of greenfield site or is PDL but would involve the loss of an important existing use.		
Development of the site would avoid the sterilisation of mineral resources		there would be no significant mineral constraint		
		there would be a mineral constraint associated with the development, but it is likely that this can be adequately mitigated/addressed as part of the development of the site		
		there is likely to be a significant mineral constraint and this may prevent or significantly constrain the development of the site for the use under consideration.		
Development of the site is likely to be the most appropriate use of the site and achieves efficient use of land (when considered against any reasonably likely alternative uses or known land use needs)		The proposed use is likely to be a more appropriate or efficient use of land than is currently the case and there is no use which would be more appropriate than is now proposed		
		there is another appropriate alternative use (which may include any current use), but it is likely that this can be provided elsewhere or the loss of the existing use would not have a significant detrimental social or economic impact		

		there is likely to be a more appropriate alternative use (which may include any current use which would be lost), the loss of which, or failure to make provision for, could have detrimental social or economic impacts, and it is likely to be difficult to provide that use elsewhere		
6. Conserve, and where possible, improve biodiversity, including its connectivity	Development of the site would be compatible with biodiversity policies, NPPF, and relevant legal requirements (Based on the conclusions of the Biodiversity Assessment (1-5 grading) which were derived from detailed criteria outlined in the study's assessment framework. Detailed criteria include the effect on designated sites such as European sites, SSSIs, Local Nature Reserves and SINCS, the effects on protected/notable species and potential for habitat restoration and creation. Consider the potential to achieve measurable biodiversity net gain and assess potential impact on ecological networks).	Relatively few constraints		
		some constraints, but it is anticipated that these can be satisfactorily addressed		
		development likely to be possible, but significant parts of the site are constrained (e.g. by the presence of a SINC or priority habitat)		
		development may be feasible, but the site is sensitive and further assessment may be required, and off-site compensation may be needed to achieve no net loss in biodiversity		
		development of the site is likely to be incompatible with biodiversity policies		
7. Maintain and improve water quality, and ensure sustainable management of water resources	Development of the site would not have a negative impact on water quality	Is not likely to be treated by a WwTW which discharges to the River Loddon, River Test or River Itchen and water quality can be maintained		
		May lead to some deterioration in water quality but this can be mitigated		
		Is likely to be treated by a WwTW which discharges to the River Loddon and may therefore lead to a deterioration in the Water Framework Directive band status of the River Loddon, or is likely to be treated by a WwTW which discharges to the River Test or Itchen and will therefore need to be nitrate neutral		
		Site is not located within a Source Protection Zone		

	Development of the site would minimise the risk of polluting a water source.	site is within Source Protection Zones 2 and 3 but groundwater and surface water quality can be protected	Yellow		
		Site is located within Source Protection Zone 1 and the use/design will need to ensure groundwater protection	Red		
	There would be adequate water supply to serve the site	there is already adequate infrastructure/supply available to meet the increased demand;	Green		
		there is inadequate infrastructure available, but this can be adequately mitigated/addressed	Yellow		
		there is inadequate infrastructure/supply available and it is unlikely that this issue can be addressed.	Red		
	There would be adequate wastewater infrastructure to serve the site	there is adequate wastewater infrastructure in place to address the increased demand	Green		
		there is adequate wastewater infrastructure planned in order to address the increased demand	Yellow		
		there is inadequate capacity within the network and further investigations required to be undertaken by the water company;	Light Red		
		major wastewater infrastructure is needed to address the increased demand and it may not be practical or viable for this to be provided.	Red		
	8.Reduce the risk of flooding and the resulting detriment to the local community, environment and economy	Development of the site would minimise the risk of flooding (SFRA)	The site is within flood zone 1 and has a very low risk of surface water flooding and is not in an area of groundwater flooding	Green	
			The site is within flood zone 1 and has a very low or low risk of surface water flooding and/or risk of limited potential of groundwater flooding	Light Green	
			The site is located in flood zone 1 and has a medium or high risk of surface water flooding and/or a risk of groundwater flooding.	Yellow	
The site is located in flood zone 2 or less than 25% of the site is within flood zone 3a.			Light Red		
More than 25% of the site falls within flood zone 3a or flood zone 3b is present on the site.			Red		
9.Protect, and where possible enhance, the character and quality of the local landscape and geodiversity	Development of the site would protect or enhance the borough's landscape character and beauty (using the criteria outlined in the Landscape Sensitivity Study)	Low/negligible sensitivity to change (Landscape value & sensitivity based on the Landscape Sensitivity Study)	Green		
		Medium/low sensitivity to change	Light Green		
		Medium sensitivity to change	Yellow		
		Medium/high sensitivity to change	Light Red		

		Major/high sensitivity to change		
10. Protect, and where possible enhance, heritage assets	Development of the site would preserve or enhance the significance of designated or non-designated heritage assets, including any contribution made by their setting	the development would have a positive impact on the borough's historic environment		
		no impact		
		some negative impact but these can be wholly mitigated		
		negative impact which can only be partially mitigated		
		or negative impact which cannot be mitigated against resulting in development being unacceptable		
	Development of the site would conserve areas of archaeological interest (through avoidance or preservation)	no impact on areas of archaeological interest;		
		low/acceptable impact		
		some impact but these can be wholly mitigated against		
		negative impact which can only partially be mitigated against		
		negative impact which cannot be mitigated against		
	The site relates well to the existing settlement in terms of form, scale, character	Whether the development relates well to the existing settlement in terms of form, scale and character		
		the site may not relate well to the existing settlement but there is potential to mitigate this impact through siting, layout, scale, character and landscape design		
		the site does not relate well to the existing settlement in terms of form, scale and character and this is likely to be difficult to fully mitigate.		
	Development of the site would not lead to the coalescence of existing settlements	development would not lead to coalescence of existing settlements;		
		has the potential to lead to the coalescence of settlements but there is potential to address this through siting and layout		
development will lead to the coalescence of existing settlements.				
11. Conserve and enhance the character of the borough's settlements through high quality design that maintains and	The site is accessible by a range of existing sustainable transport modes, or can realistically be made accessible, to key facilities and services including	The site is close to or easily accessible to key services		
		Some services are inaccessible or would need additional access provision, but this can be addressed by additional infrastructure		

strengthens local distinctiveness	education, employment, medical centres and, town centres and community facilities (this will be informed by more detailed criteria based on varying distance thresholds appropriate to the service/facility, and will consider whether there are opportunities to promote walking, cycling and public transport, and provide a genuine choice of transport modes)	some services are inaccessible or would need additional access provision, but this can be addressed by additional infrastructure;		
		only some services are accessible and it is unlikely that additional infrastructure can be provided to mitigate this		
		or the site is remote in relation to most or all key services by existing networks and they can only be accessed by private car, and it is not likely to be possible to provide or extend existing sustainable transport infrastructure		
	There would be opportunities for the development of the site to provide viable new/improved transport infrastructure, that offers a genuine choice of transport modes including walking, cycling and public transport use that would successfully integrate into the existing movement networks	The development of the site would offer clear opportunities to improve transport options, and these are likely to be deliverable		
		the site may offer the opportunity to improve transport options, but this is not clearly defined and/or there is uncertainty about the deliverability potential		
		the potential to deliver any improved transport infrastructure is limited, and/or there are concerns that such infrastructure may well be undeliverable		
there is no potential to deliver improved transport options and/or the deliverability of any potential options is very likely to be undeliverable				
12. Ensure sustainable economic growth, supporting the diverse economy of the borough and enabling opportunities for new sectors, in order to maintain high levels of employment	The proposed use of the site would support sustainable economic growth and provide employment opportunities	The proposed use of the site will have considerable potential to support sustainable economic growth and/or provide significant job opportunities		
		the proposed use of the site will have some positive impact on supporting sustainable economic growth and/or provide some job opportunities		
		the proposed use of the site will have a neutral impact on supporting sustainable economic growth and/or only provide limited or short term job opportunities (i.e. construction)		
		the proposed use of the site could be harmful to sustainable economic growth and/or result in job losses		

		the proposed use of the site could have a significant detrimental impact on sustainable economic growth and/or result in considerable job losses		
	The development has the potential to address wider economic needs (employment sites only)	The site has significant potential to address wider economic needs		
		it would have moderate potential to address wider economic needs		
		it would have a neutral impact on wider economic needs		
		it would be inconsistent with wider economic needs		
		it would be significantly inconsistent with wider economic needs		
		Whether the location is suitable for the type of employment development proposed (employment sites only).	The location is likely to be very suitable for the type of development proposed	
	it is moderately suitable for the type development proposed			
	it would be moderately unsuitable			
	it would be significantly unsuitable			
13. Facilitate improved access to education facilities in order to improve educational attainment and increase opportunities for new skills and learning	There would be capacity within local primary and secondary schools to accommodate additional pupils created by the site's development or new facilities could be provided	The site would have the potential to provide or support significant new education provision for the benefit of the new/existing community		
		there is adequate capacity within local primary and secondary schools to accommodate additional pupils created by the site's development		
		there is insufficient capacity at present but there is scope to accommodate additional pupils through expansion of existing schools within the catchment area or by on-site provision of a new school		
		there is insufficient capacity at present in local primary or secondary schools, and while accommodating the new pupils may be achievable this is likely to be difficult		

		there are no schools within a reasonable distance which will be able to accommodate the additional pupils and on-site provision is not achievable due to site constraints or costs		
14. Ensure access to services and facilities in order to sustain the vibrancy of communities and enhance the attractiveness of town centres to visitors	There would be the opportunity to accommodate new local services and facilities to serve the additional population	The development of the site would facilitate the provision of additional/enhanced facilities which would benefit the local community		
		there is adequate capacity in local services and facilities to accommodate the additional population		
		there is insufficient capacity at present but there is scope to serve the additional population through the expansion of existing services and facilities or to provide new services and facilities		
		services are currently too remote from the site/ there is insufficient capacity and there are no opportunities for expansion or provision of new facilities		

## 16 Testing Compatibility of Sustainability Objectives

- 16.1 A matrix has been presented below as Figure 62 which tests the interaction and internal compatibility of the sustainability objectives. The matrix has been designed to help appreciate the complexity of the sustainability appraisal framework. It should be read by selecting one objective and cross-referencing it to any other of the objectives. The matrix has been developed using three options, namely:
- Compatible: pursuing one objective may help meet the other objective or the objectives are unlikely to conflict, so potentially both could be achieved
  - Potential conflict: it is likely that if one objective is achieved, it will prevent the other objective being achieved
  - No significant interaction: one objective has no direct influence on the other
- 16.2 This assessment considers where there are likely to be significant interactions between objectives – there are likely to be many more interactions than those identified in the grid, as the effects of meeting objectives is complicated, and some will be indirect, uncertain and insignificant. Where the potential conflicts or tensions are apparent it will help prompt consideration of potential mitigation measures or highlight where decisions may need to be made as to whether certain objectives should take precedent over others, perhaps because of the purpose of the plan. However, in all such cases, the sustainability appraisal report should justify why such a decision has been taken.
- 16.3 As can be seen in Figure 62, the majority of the objectives are compatible or have no direct relationship. However there are some examples of potential conflicts (see Table 23). This is considered to be inevitable given that sustainable development can involve balancing competing priorities. In some cases, the potential conflicts relate to certain aspects of the objectives, whilst other aspects of the same objectives may be compatible.

Figure 62: Internal compatibility matrix for the sustainability objectives

1															
2	✓														
3	X	✓													
4	X	✓ /X	✓ /X												
5	✓ /X	✓ /X	✓	✓											
6	✓ /X	✓ /X	✓	✓	✓										
7	X		✓	✓	✓	✓									
8	✓ /X		✓	✓	✓	✓	✓								
9	X	✓	✓	✓	✓	✓	✓	✓							
10	✓ /X	✓	✓	✓ /X	✓ /X				✓						
11	✓ /X	✓	✓	✓ /X	✓ /X				✓	✓					
12	✓ /X	✓	✓ /X	X	X	X	X	✓ /X	✓ /X	✓ /X	✓ /X	✓ /X			
13	✓ /X	✓	✓									✓	✓		
14	✓ /X	✓	✓								✓	✓	✓	✓	
Objective	1	2	3	4	5	6	7	8	9	10	11	12	13	14	

Key to matrix: ✓ = compatible; X = potential conflict; ✓/X potentially compatible or incompatible, blank = no significant interaction

SA Objectives	
1	Enable the provision of affordable, adaptable, and high quality homes for all
2	Ensure the creation of healthy, inclusive and safe communities, both in relation to the provision of new neighbourhoods, and the enhancement of existing places, including by supporting regeneration.
3	Reduce the need to travel, improve choice and access to sustainable transport options including walking and cycling as well as ensuring a safe and efficient transport system
4	Reduce pollution (including minimising emissions of greenhouse gases to achieve zero net carbon) and support mitigation and adaptation measures required for the impact of climate change
5	Minimise and improve the efficiency of resource use
6	Conserve, and where possible, improve biodiversity, including its connectivity

7	Maintain and improve water quality, and ensure the sustainable management of water resources
8	Reduce the risk of flooding and the resulting detriment to the local community, environment and economy
9	Protect, and where possible enhance, the character and quality of the local landscape and geodiversity
10	Protect, and where possible enhance, heritage assets
11	Conserve and enhance the character of the borough's settlements through high quality design that maintains and strengthens local distinctiveness
12	Ensure sustainable economic growth, supporting the diverse economy of the borough and enabling opportunities for new sectors, in order to maintain high levels of employment
13	Facilitate improved access to education facilities in order to improve educational attainment and increase opportunities for new skills and learning
14	Ensure access to services and facilities in order to sustain the vibrancy of communities and enhance the attractiveness of town centres to visitors

- 16.4 Table 23 below briefly outlines the potential conflicts between objectives that have been flagged up in the evaluation matrix above.
- 16.5 The matrix reveals the main clashes are between objectives promoting development and the conservation of the environment. However, this needs to be balanced with the compatibility with other objectives.
- 16.6 It is unlikely that a single policy document would be able to achieve all the sustainability objectives. However, the sustainability appraisal framework is intended to promote consideration of each objective throughout plan production.

Table 23: Potential conflict of SA objectives

Objective	Objective(s) potentially in conflict with	Description of potential conflict
1 - Provide affordable, adaptable and high quality homes for all	3 (Sustainable Travel)	Inevitably new housing will increase private car use, but new development can also be located and designed to support increased opportunities to walk, cycle and support existing public transport. Given the water issues in the Borough, technical studies such as the Water Cycle Study will be used to inform where and how development can be built to protect water resources within the borough and elsewhere. Within Basingstoke and Deane, some of the new housing will need to be on greenfield sites, with potential impact on landscape and geodiversity. Technical work such as the Landscape Character and Sensitivity study will inform decisions to minimise impact on the landscape and ensure appropriate mitigation.
	4 (Pollution and mitigation against climate change)	
	7 (Water quality)	
	9 (Landscape and geodiversity)	
	5 (Resource use)	The provision of new housing inevitably results in the use of resources and increased waste, sewage etc. Ensuring sustainable design and construction will minimise the use of resources both during construction and in the longer term occupation through better energy efficiency etc. and efficient use of land could assist the delivery of housing. Given the high biodiversity value across the Borough and Hampshire generally, there is a potential conflict between the need to protect sites for open space, nature conservation and biodiversity and develop new houses. The potential impact of sewage from
	6 (Biodiversity)	
	8 (Flooding)	
	10 (Protection of heritage)	
	11 (Protection of settlement character)	
	12 (Economic growth)	
	13 (Education)	
14 (Access to services and facilities)		

		<p>new development on protected sites in the Solent will require mitigation. However, new development can also provide an opportunity to secure improvements in biodiversity, including enhancing its connectivity. The location and design of new housing will need to consider flood risk to new and existing residents. New housing may need to be carefully designed to avoid harm to heritage assets and settlement character, but can also offer the opportunity for improvements, such as the reuse of a historical assets. The need for new housing can increase pressure on the redevelopment of employment sites which may be important to retain in Basingstoke Town and the rural settlements. An appropriate balance needs to be struck between ensuring there is sufficient employment growth/opportunities for the increased population to maintain/improve the relative self-containment of the borough in terms of commuting. Whilst an increase in population as a result of new housing can add increased pressure to some services (healthcare, education), it can also benefit services by increasing their vitality and viability, sustaining town centres. Larger developments can also provide new services/infrastructure.</p>
<p>2 – Ensure safe and inclusive communities through the regeneration of</p>	<p>4 (reduce pollution and climate change)</p>	<p>The regeneration of existing areas of deprivation, if it involves physical regeneration, could be wasteful on resources and result in some pollution. However, by building on previously developed land and the use of sustainable</p>
	<p>5 (Minimise resource use)</p>	
	<p>6 (Biodiversity)</p>	

existing areas of deprivation and design of new developments		design and construction techniques and design, in the long-run the development could be more environmentally efficient and provide a healthier and safer environment. Urban sites may contain biodiversity assets that should be protected or enhanced.
3 – Reduce the need to travel, improve choice and access to sustainable transport options including walking and cycling as well as ensuring a safe and efficient transport system	4 (reduce pollution and climate change)	Support for sustainable travel will reduce pollution, and some transport improvements may reduce congestion (which may reduce pollution) but they may also increase capacity to enable more private car movements. Increased economic growth may generate additional traffic, dependent on its location and access to sustainable transport. However, the provision of local employment opportunities may also reduce out-commuting from the borough.
	12 (sustainable economic growth)	
4 – Reduce pollution (including minimising emissions of greenhouse gases to achieve net zero carbon) and support mitigation and adaptation measures required for the	12 (sustainable economic growth)	Whilst the objective seeks to ensure sustainable economic development, new economic development is likely to result in new buildings and generate additional traffic which is likely to conflict with other objectives to minimise pollution (although new buildings and economic uses may be less polluting in the longer term)
	10 (heritage assets)	Measures to reduce pollution and climate change mitigation and adaptation may negatively impact on heritage assets visually, although the reduction in pollution and climate change adaptation measures could prolong the life of heritage assets.

impact of climate change	11 (settlement character)	Measures to reduce pollution (e.g. renewable energy schemes) could negatively impact the character of settlements though this could be mitigated through high quality design.
5 – Minimise and improve the efficiency of resources use	12 (sustainable economic growth)	Whilst the objective seeks to ensure sustainable economic development, new economic development is likely to result in new buildings and generate additional traffic which is likely to conflict with other objectives to minimise resource use (although new buildings could be more energy efficient in the longer term, and redevelopment may make more efficient use of land/buildings).
	10 (heritage assets)	Higher density development and use of previously developed land could conflict with the protection of heritage assets although the reuse of heritage assets could minimise resource use.
	11 (settlement character)	Higher density development could threaten the character of settlements, however more efficient use of land could reduce the need for development on the edge of settlements
12 – Ensure sustainable economic growth, supporting the diverse economy of the borough and enabling opportunities for new sectors, in	7 (Water quality)	Given the water issues in the Borough, technical studies such as the Water Cycle Study will be used to inform where and how development can be built to protect water resources within the borough and elsewhere.

order to maintain high levels of employment	6 (Biodiversity)	Dependent on the location and design of new economic development, it could conflict with objectives to protect biodiversity, the landscape and reduce flooding. Whilst economic growth can positively impact heritage assets (re-use of buildings), protection of historic assets could inhibit economic growth, and economic development could harm heritage assets and the character of settlements dependent on its location, scale and design.
	8 (Flooding)	
	9 (Landscape and geodiversity)	
	10 (heritage assets)	
	11 (conserving settlement character)	

*Links between Sustainability Objectives and SEA Directive Topics*

- 16.7 The SEA Directive stipulates under Article 5(1) and Annex I that the Environmental Report prepared as part of the Strategic Environmental Assessment is to include information on the likely significant effects on the environment, including biodiversity, population, human health, fauna, flora, soil, water, air, climatic factors, material assets, cultural heritage (including architectural and archaeological heritage), landscape, and the inter-relationship between these factors. Table 24 indicates the links between the sustainability objectives and the topics specifically listed within the SEA Directive (and Regulations). The table illustrates that each of the Directive's topics is covered by at least one of the sustainability objectives.

Table 24: Compatibility of SEA Directive topics and sustainability objectives

SEA Directive Topic	Relevant Sustainability Objective(s)	
	Direct	Indirect
Biodiversity, Flora and Fauna	1, 2, 4, 6, 7, 9	5
Population	1, 2, 3, 4, 5, 6, 7, 8, 12, 13, 14	9,10,11
Human Health	1, 2, 3, 4, 7, 8	6, 14
Soil	4, 5, 6, 7, 9	8
Water	4, 5, 6, 7, 8	6,12
Air	4, 5,	3, 6
Climatic Factors	3, 4, 5, 6, 7, 8	
Material Assets	1, 2, 8, 10, 11, 12, 14	3, 4, 13
Cultural Heritage	8, 10, 11	5
Landscape	6, 9, 11	1, 4,5 8, 10

## 17 Consultation on the Scoping Report

- 17.1 The Government has designated the Environment Agency, Natural England and Historic England as ‘authorities with environmental responsibilities<sup>115</sup>’. These agencies must be consulted on the content of the SA Scoping Report and SEA Requirements, and are to be given a period of 5 weeks to respond from the date when they receive the Scoping Report.

### *Responding to the Consultation*

- 17.2 We welcome any comments on this scoping report, as we wish to ensure that the SA will be comprehensive and robust. Following the consultation period, the comments will be analysed, and changes made to the scoping report where appropriate.

#### Consultation Questions

1. Are there any other relevant plans, programmes, policies or strategies (not detailed in Appendix 1) that will affect or influence the Local Plan Update?
2. Is there any additional relevant baseline information which should be added?
3. Are you aware of any inaccuracies or anomalies in the baseline data presented?
4. In your opinion, are there any additional sustainability issues which should be added to those identified?
5. Are the sustainability objectives suitable in the context of Basingstoke and Deane?
6. Are there any additional sustainability objectives that should be included?

- 17.3 Any consultation response should be sent or e-mailed to the address below, by 4pm Monday 9 November 2020. If you have any queries on this document, please contact Anne Shattock, 01256 845738.

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<sup>115</sup> Environmental Assessment of Plans and Programmes Regulations 2004, SI No. 1633

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