

# BURGHCLERE PARISH NEIGHBOURHOOD PLAN MODIFICATION PROPOSAL

2011 – 2029

## SUSTAINABILITY APPRAISAL ADDENDUM (incorporating a Strategic Environmental Assessment)

Published by Burghclere Parish Council to accompany the Modification Proposal of the Burghclere Parish Neighbourhood under the Neighbourhood Planning (General) Regulations 2012 (as amended) and in accordance with the Environmental Assessment of Plans & Programmes Regulations 2004.

December 2022

## **NON-TECHNICAL SUMMARY**

1. This report is an Addendum to the Burghclere Parish Neighbourhood Plan 2011 – 2029 Sustainability Report (incorporating a Strategic Environmental Assessment) (“SA/SEA Report”) of November 2019. The Addendum is considered necessary to ensure that the modifications proposed in the Modification Proposal of the Burghclere Parish Neighbourhood Plan (“the Modification Proposal”) are appropriately considered for any significant social, environmental and economic effects in accordance with the Environmental Assessment of Plans & Programmes Regulations 2004. This addendum should be read alongside the Final SA/SEA Report published in November 2019, as relevant.

2. The main purpose of the Addendum is to present an appraisal of the proposed modifications, rather than the Modified Plan as a whole. However, consideration is given to the cumulative effects of the modifications in terms of their overall influence across the entirety of the Neighbourhood Plan, where appropriate.

3. The Modification Proposal seeks to modify eight existing policies of the made Burghclere Parish Neighbourhood Plan (“the Neighbourhood Plan”). The Modification Proposal has been approved by the Qualifying Body, Burghclere Parish Council (“the Parish Council”) for Regulation 14 consultation under the Neighbourhood Planning Regulations 2012 (as amended).

4. The Addendum ensures that the Modified Plan will meet the ‘basic conditions’ in respect of showing how the policies contribute to the achievement of sustainable development and of complying with the Environmental Assessment of Plans & Programmes Regulations 2004 (as amended).

5. The proposed modifications are not considered to change the nature of the Neighbourhood Plan as detailed in the Modification Statement. The main sustainability issues in the Parish remain. The proposed modifications are intended to ensure the continued deliverability of the Neighbourhood Plan and to improve clarity for more effective implementation.

6. There have been changes to national planning policy with the National Planning Policy Framework in 2021. However, the changes are not considered to make a material difference to the scope of sustainability objectives used in 2019 and this Addendum therefore continues to apply the SA Framework established in the Final SA/SEA Report of the ‘Made’ Plan.

7. The assessment indicates that the majority of the effects of the preferred modifications to the Neighbourhood Plan will be neutral, but with important positive effects in some cases. However, there remains potential for some negative effects, but such effects have been addressed through avoidance or mitigation measures.

8. Having tested the ‘no policy’ option, it does not seem likely that the alternative will lead to a better sustainability outcome than the proposed modifications. In some cases, notably in respect of design effects, the alternatives assess less well.

9. It can therefore be concluded that the Modification Proposal contributes to the achievement of sustainable development when considered against its reasonable policy alternatives and does not have the potential for significant negative effects.

10. The Revised Habitat Regulations Assessment (HRA) Screening Determination of October 2022 concluded that the Neighbourhood Plan will not have potential significant effects on Natura 2000 sites and, therefore, an Appropriate Assessment for the Neighbourhood Plan was not required in accordance with the Conservation of Habitats & Species Regulations 2017 (as amended).

## **I. INTRODUCTION**

1.1 This report is an Addendum to the Burghclere Parish Neighbourhood Plan 2011 – 2029 Sustainability Report (incorporating a Strategic Environmental Assessment) (“SA/SEA Report”) of November 2019. The Addendum is considered necessary to ensure that the modifications proposed in the Modification Proposal of the Burghclere Parish Neighbourhood Plan (“the Modification Proposal”) are appropriately considered for any significant social, environmental and economic effects in accordance with the Environmental Assessment of Plans & Programmes Regulations 2004 (as amended). This addendum should be read alongside the Final SA/SEA Report published in November 2019, as relevant.

1.2 The Modification Proposal seeks to modify eight existing policies of the made Burghclere Parish Neighbourhood Plan (“the Neighbourhood Plan”). The Modification Proposal has been approved by the Qualifying Body, Burghclere Parish Council (“the Parish Council”) for Regulation 14 consultation under the Neighbourhood Planning Regulations 2012 (as amended).

1.3 Having considered the relevant guidance and with agreement of the Local Planning Authority, Basingstoke and Deane Borough Council, the Parish Council has prepared this Addendum to the Final SA/SEA Report. The main purpose of the Addendum is to present an appraisal of the proposed modifications, rather than the Modified Plan as a whole. However, consideration is given to the cumulative effects of the modifications in terms of their overall influence across the entirety of the Neighbourhood Plan, where appropriate.

1.4 The Addendum ensures that the Modified Plan will meet the ‘basic conditions’ in respect of showing how the policies contribute to the achievement of sustainable development and of complying with the Environmental Assessment of Plans & Programmes Regulations 2004 (as amended).

1.5 There have been changes to national planning policy with the National Planning Policy Framework in 2021. However, these changes are not considered to make a material difference to the scope of sustainability objectives used in 2019 and this Addendum therefore continues to apply the SA Framework established in the Final SA/SEA Report.

1.6 The proposed modifications are not considered to change the nature of the plan, as set out in the Modification Statement accompanying the Modification Proposal. Basingstoke & Deane Borough Council undertook a screening opinion which confirmed that an SEA should take the form of an Addendum Report. The Parish Council therefore proceeded straight to the preparation of the Addendum to accompany the Modification Proposal and Statement at the Regulation 14 consultation.

1.7 The Addendum provides an assessment of the modifications to existing policies and seeks to do it in a way that is proportionate to this task and that recognises the limitations of the available data and means of measuring direct impacts.

1.8 The Modification Proposal does not contain any new site allocations. The modified policies refine existing land use policies which relate to the development and use of land in the designated Neighbourhood Area of Burghclere to aid their implementation or address issues that have emerged in National Planning Policy. The Revised Habitat Regulations Assessment (HRA) Screening Determination of March 2017 concluded that the Neighbourhood Plan will not have potential significant effects on Natura 2000 sites and, therefore, an Appropriate Assessment for the Neighbourhood Plan was not required in accordance with the Conservation of Habitats & Species Regulations 2017 (as amended).

## **2. Background to Sustainability Appraisal Addendum**

2.1 The starting point to establish scope of the Addendum and methodology for carrying out the assessment has been established through the Final SA/SEA Report of November 2019.

2.2 The proposed modifications are not considered to change the nature of the Neighbourhood Plan as detailed in the Modification Statement. The main sustainability issues in the Parish remain. The proposed modifications are intended to ensure the continued deliverability of the Neighbourhood Plan and to improve clarity for more effective implementation.

2.3 The National Planning Policy Framework (NPPF) has since been updated. However, the Neighbourhood Plan continues to be consistent with the provisions of the latest version of the NPPF (2021) and the Modification Proposal includes modifications where appropriate. The Modified Plan will update references to the NPPF and to bring the Modified Plan fully up to date in due course.

2.4 This Addendum therefore continues to apply the SA Framework established in the Final SA/SEA Report of November 2019, copied in Table A overleaf.

SA Objectives	Assessment questions
Biodiversity and Geodiversity	
<p>Protect and enhance all biodiversity and geological features.</p>	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Support the status of the nationally designated sites of significance within and/or adjacent to the Neighbourhood Plan area boundary, including the Greenham and Crookham Commons, Highclere Park, Duncroft Farm Pit, Burghclere Beacon, Old Burghclere Lime Quarry and Ladle Hill SSSI?</li> <li>• Support the status of the locally designated sites of significance within and/or adjacent to the Neighbourhood Plan area boundary?</li> <li>• Protect and enhance semi-natural habitats?</li> <li>• Protect and enhance priority habitats, and the habitat of priority species?</li> <li>• Achieve a net gain in biodiversity?</li> <li>• Support enhancements to multifunctional green infrastructure networks?</li> <li>• Support access to, interpretation and understanding of biodiversity and geodiversity?</li> </ul>
Climate Change	
<p>Reduce the contribution to climate change made by activities within the Neighbourhood Plan area</p>	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Reduce the number of journeys made?</li> <li>• Reduce the need to travel?</li> <li>• Promote the use of sustainable modes of transport, including walking, cycling and public transport?</li> <li>• Increase the number of new developments meeting or exceeding sustainable design criteria?</li> <li>• Generate energy from low or zero carbon sources?</li> <li>• Reduce energy consumption from non-renewable resources?</li> </ul>
<p>Support the resilience of the Neighbourhood Plan area to the potential effects of climate change, including flooding</p>	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Ensure that inappropriate development does not take place in areas at higher risk of flooding,</li> </ul>

	<p>taking into account the likely future effects of climate change?</p> <ul style="list-style-type: none"> <li>• Improve and extend green infrastructure networks in the plan area to support adaptation to the potential effects of climate change?</li> <li>• Sustainably manage water run-off, reducing surface water runoff (either within the plan area or downstream)?</li> <li>• Ensure the potential risks associated with climate change are considered through new development in the Neighbourhood Plan area?</li> <li>• Increase the resilience of biodiversity in the area to the effects of climate change, including through enhancements to ecological networks?</li> </ul>
Landscape	
Protect and enhance the character and quality of landscapes and villagescapes.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Conserve and enhance the quality and integrity of the North Wessex Downs AONB and its setting?</li> <li>• Support landscape character of the Landscape Character Areas covering the Neighbourhood Plan area?</li> <li>• Support the integrity of local Landscape Character?</li> <li>• Conserve and enhance landscape and townscape features?</li> <li>• Protect key views and settlement gateways in the Neighbourhood Plan area?</li> </ul>
Historic Environment	
Protect, maintain and enhance the cultural heritage resource within the Neighbourhood Plan area, including the historic environment and archaeological assets.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Conserve, enhance and support the integrity of buildings and structures of architectural or historic interest?</li> <li>• Conserve and enhance the archaeology and scheduled monuments within Burghclere?</li> <li>• Conserve and enhance local diversity and character?</li> <li>• Support access to, interpretation and understanding of the historic environment?</li> </ul>
Land, Soil and Water Resources	
Ensure the efficient and effective use of land.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Promote the use of previously developed land?</li> </ul>

	<ul style="list-style-type: none"> <li>• Avoid the development of the best and most versatile agricultural land, which in the parish may comprise Grade 1 to 3a agricultural land?</li> <li>• Protect the integrity of mineral safeguarding areas?</li> </ul>
Promote sustainable waste management solutions that encourage the reduction, re-use and recycling of waste.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Reduce the amount of waste produced?</li> <li>• Support the minimisation, reuse and recycling of waste?</li> <li>• Maximise opportunities for local management of waste in order to minimise export of waste to areas outside?</li> <li>• Encourage recycling of materials and minimise consumption of resources during construction?</li> </ul>
Use and manage water resources in a sustainable manner.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Support improvements to water quality?</li> <li>• Minimise water consumption?</li> <li>• Protect surface water resources?</li> </ul>
Population and Community	
Cater for existing and future residents' needs as well as the needs of different groups in the community, and improve access to local, high-quality community services and facilities.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Encourage and promote social cohesion and encourage active involvement of local people in community activities?</li> <li>• Minimise fuel poverty?</li> <li>• Maintain or enhance the quality of life of existing local residents?</li> <li>• Improve the availability and accessibility of key local facilities, including specialist services for disabled and older people?</li> <li>• Support the provision of land for allotments and cemeteries? <input type="checkbox"/> Support provision for flexible working practices?</li> </ul>
Reduce deprivation and promote a more inclusive and self-contained community.	
Provide everyone with the opportunity to live in good quality, affordable housing, and ensure an appropriate mix of dwelling sizes, types and tenures.	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Support the provision of a range of house types and sizes?</li> <li>• Support enhancements to the current housing stock?</li> <li>• Meet the needs of all sectors of the community?</li> <li>• Provide quality and flexible homes that meet people's needs?</li> <li>• Promote the use of sustainable building techniques, including use of sustainable building materials in construction?</li> </ul>

	<ul style="list-style-type: none"> <li>• Provide housing in sustainable locations that allow easy access to a range of local services and facilities?</li> </ul>
<p>Improve the health and wellbeing residents within the Neighbourhood Plan area.</p>	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Promote accessibility to a range of leisure, health and community facilities, for all age groups?</li> <li>• Provide and enhance the provision of community access to green infrastructure, in accordance with Accessible Natural Greenspace Standards?</li> <li>• Promote the use of healthier modes of travel?</li> <li>• Improve access to the countryside for recreational use?</li> </ul>
<p>Transportation</p>	
<p>Promote sustainable transport use and reduce the need to travel</p>	<p>Will the option/proposal help to:</p> <ul style="list-style-type: none"> <li>• Will the option/proposal help to:</li> <li>• Promote accessibility to a range of leisure, health and community facilities, for all age groups?</li> <li>• Provide and enhance the provision of community access to green infrastructure, in accordance with Accessible Natural Greenspace Standards?</li> </ul>

Table A: Framework of Sustainability Objectives

## 7. Assessment of Modification Proposal Policies

7.1 The Modification Proposal modifies 8 existing policies which have a series of social, environmental and/or economic impacts. Using the sustainability framework in Table A above, the assessment of each new and modified policy is summarised in Table B below. The assessment is of the proposed policies with their mitigation measures.

Modification Proposal Policies		Sustainability Objectives						
		Biodiversity and Geodiversity	Climate Change	Landscape	Historic Environment	Land, Soil and Water Resources	Population and Community	Transportation
B1	Burghclere Settlement Boundary (BSB)	+	+	+	0	+	+	+
B2	Land off Harts Lane / Winchester Road	+	0	0	0	0/-	+	0
B3	Residential Garden Land Development	+	0	+	0	0	0	+
B4	Housing mix, Tenure and Provision of Smaller Homes	0	0	0	0	0	+	0
B5	Design Code	+	+	+	+	+	+	+
B6	Net Zero Carbon Buildings	0	+	0	0	+	+	0
B8	Valued Local Landscape	+	0	+	0	0	+/0	0
B10	Green Infrastructure and Nature Recovery	+	+	+	0	+	+	+

Table B: Comparison of Modification Proposal Policies and Sustainability Objectives

## **Policy B1**

7.2 No changes have been made to the Burghclere Settlement Boundary (BSB). The modification intends to underline the importance of that development is directed to within the BSB unless limited circumstances apply and that the rural character of the surrounding countryside is maintained. The restriction of development in the parish is likely to protect landscape quality and prevent the loss of potential 'best and most versatile' agricultural land. Development within the BSB would be more likely to encourage walking, cycling and the use of other sustainable transport measures to local amenities which could reduce the use of cars, limiting the local contribution to climate change and benefiting the local community's health and wellbeing.

7.3 The modified policy engages the Burghclere Design Code which is likely to have a positive impact on the SA objectives.

7.4 The policy responds to advice produced by Natural England regarding achieving nutrient neutrality in the River Test catchment, located in the south of the parish, which will prevent nutrient damage to Habitat Sites and allow nature recovery plans to start to reverse existing damage.

## **Policy B2**

7.5 The modified policy supports a net gain in biodiversity of at least 10% in line with the provisions of the Environment Act and BDBC's Interim Guidance published in February 2021. The net gain value in overall biodiversity is to be delivered on site. It is likely that this policy would enhance semi-natural habitats and the multifunctional green infrastructure network.

## **Policy B3**

7.6 This policy engages the Burghclere Design Code and seeks to protect the village character from inappropriate development on Residential Garden Land. This will likely reduce the impact that development on Residential Garden Land could have on the overall character and appearance, and key views of the parish.

## **Policy B4**

7.7 The original assessment remains valid for this modified policy as the policy simply updates the definition of Affordable Housing to include First Homes and promotes the need for smaller homes.

## **Policy B5**

7.8 This policy seeks to engage the Burghclere Design Code, for which all development should have regard to ensure they contribute positively to the character and design quality of the local area. The Burghclere Design Code is likely to have a positive impact on all SA Objectives, as through various design principles it seeks to enhance and protect biodiversity, heritage assets, landscape character, surface water resources as well as promoting cycling, walking and other means of sustainable transport which is likely to improve the community's health and mitigate the effects of climate change.

## **Policy B6**

7.9 This policy introduces the principle of 'Zero Carbon Ready' buildings and the importance of addressing climate change matters at the earliest stage of design and the importance of applying the 'energy hierarchy'. This is likely to reduce the harmful effects of new development on climate change, reduce fuel poverty and promote resource efficiency.

## **Policy B8**

7.10 This modified policy engages the Burghclere Design Code, acknowledges the social value of the local landscape and introduces additional requirements related to the North Wessex AONB, key views and light pollution. Development proposals should demonstrate that these requirements have been considered. This policy is likely to result in strengthened protection and enhancement of the quality of the local landscape and villagescape.

## **Policy B10**

7.11 The modified policy seeks to support the identified Green Infrastructure and Nature Recovery Network in the parish and to provide a framework which supports the enhancement of ecological opportunity areas identified by the Hampshire Biodiversity Information Centre. Development proposals that lie within or adjoin the network must demonstrate how they will maintain the functionality and integrity of the network by enhancing the connectivity between core areas, and contributing towards the delivery of a minimum of 10% biodiversity net gain, as specified in the Environment Act. This is likely to ensure a higher level of protection and enhancement of biodiversity features, particularly the protection of nationally and locally designated sites of nature conservation significance.

## **8. Assessment of Reasonable Policy Alternatives**

8.1 The assessment is obliged to consider any reasonable alternatives to the proposed policies. In practice, the only alternative is that of having no policy and relying upon other development plan policies or national policy. The assessment therefore considers how such an alternative would make any difference to the sustainability outcomes.

8.2 In respect of the 'Policy Off' alternative to the new and modified policies, the assessment is neutral. It is not possible to discern any clear positive or negative effect of not having the modified or new policies. At the margins, it may be possible that a reliance on other development plan policy or the national planning policy framework may lead to decisions on planning applications that do not achieve as high a quality outcome in the neighbourhood area, but this cannot be said with any more certainty than that. All the land use type policies are caveated in one way or another to indicate that support for development principles is dependent on their adherence to other development plan policies.

## **9. Summary of the Assessment**

9.1 The assessment indicates that the majority of the effects of the preferred modifications to the Neighbourhood Plan will be neutral, but with important positive effects in some cases. However, there remains potential for some negative effects, but such effects have been addressed through avoidance or policy mitigation measures.

9.2 Having tested the 'no policy' option, it does not seem likely that the alternative will lead to a better sustainability outcome than the proposed modifications.

9.3 It can therefore be concluded that the Modification Proposal contributes to the achievement of sustainable development when considered against its reasonable policy alternatives and does not have the potential for significant negative effects.

## **10. Monitoring**

10.1 The Parish Council has been informed by the monitoring activity set out in the Final SA/SEA Report which has led to the Modification Proposal. The Parish Council will continue using that methodology to monitor the implementation of the Modified Plan.

## **APPENDIX A**

**Burghclere Parish Neighbourhood Plan Final SA/SEA Report – November 2019**

**(published as separate document)**