

# Winchester District Development Framework

## **Core Strategy**

## **Preferred Option**

May 2009



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please let us know**

## **Foreword**

Welcome to the Core Strategy Preferred Option. The Core Strategy is the first part of the Winchester District Development Framework, which we are preparing under the Government's new planning system. It provides the long term planning vision for the whole District and will form the framework for more detailed policies and proposals and planning decisions.

This preferred option has been prepared following extensive consultation and evidence gathering during 2007/8. It takes forward the range of issues that were consulted on during 2008 and sets out a series of policies and strategic proposals which we would welcome your views on.

Our aim is to ensure the District remains attractive and our communities sustainable. Consequently, even in the current economic climate, it is important to plan ahead and get the right planning structure in place. This way, when conditions improve we can ensure development happens in the right place with the necessary supporting infrastructure.

**Cllr Keith Wood**  
**Portfolio Holder for Planning and Access**  
**Chair of Cabinet (Local Development Framework) Committee**

### ***South East Plan update:***

*The South East Plan is the 'Regional Spatial Strategy' for South East England and was approved by the Secretary of State for Communities and Local Government on 6th May 2009. The City Council approved the Core Strategy Preferred Option for consultation on 22<sup>nd</sup> April 2009, so the Core Strategy may not fully reflect the adopted South East Plan. Therefore, in formulating the next stage of the Core Strategy, the City Council will take account of the approved South East Plan alongside the comments it receives on the Core Strategy.*



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- Policy SH4 North/North-East Hedge End SDA
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## **Executive Summary**

In 2004 the Government introduced a new type of local planning policy document called the Local Development Framework (LDF) to replace local plans. The City Council started preparing its key LDF document the 'Core Strategy' during 2007.

The Core Strategy sets out the vision, planning objectives, development strategy and core policies for planning in Winchester District over the next 20 years.

The purpose of the Core Strategy is to ensure that development across the District happens in the right places, at the right time and with the necessary roads, drainage, schools and community facilities to support and benefit both new and existing communities.

Information has been gathered on a range of matters including housing issues, employment, and transport, this forms part of the 'evidence base' which can be viewed on the Councils website [www.winchester.gov.uk](http://www.winchester.gov.uk).

In addition, the community, businesses and other interested parties have had opportunities to discuss how to deal with matters affecting the District. These discussions led to the creation of a number of 'options' which were consulted on during 2008. As a result of feedback, technical information and other guidance, the City Council has now prepared its 'Preferred Option' for the Core Strategy, for consultation.

The Core Strategy is set out in two parts - The Spatial Strategy and Core Policies

The **Spatial Strategy** divides the District into three areas, Winchester Town, South Hampshire Urban Areas, and the Market Towns and Rural Area, each with a vision and set of policies which reflect their nature and characteristics, and opportunities for growth and change.

The main focus for new development will be at Winchester Town and the South Hampshire urban areas. The key objectives for these areas are:-

Winchester Town – *“providing for housing growth and maximising opportunities to diversify the economy whilst seeking to reduce commuting levels and respecting the special character of the Town.”* This will be achieved by encouraging the effective use of previously developed land and by allocating two main sites for any necessary greenfield development - Barton Farm (2000 homes) and Bushfield Camp for employment.

South Hampshire Urban Areas – *“to ensure that the new communities created in this area are supported by the provision of physical and social infrastructure whilst paying full regard to the environmental assets in this part of the District”.* This will be achieved through the creation of two new communities - north of Whiteley (3000 homes) and West of Waterlooville (3000 homes). Also on the edges of the District are two 'Strategic Development Areas' (north/north east Hedge End and north of Fareham) both promoted through the Government's

South East regional plan. Policies are included to manage the impact of both SDAs on the District.

Market Towns and Rural Area – “to provide for development that serves locals needs in the most accessible and sustainable locations, whilst respecting and improving the physical and community identity of settlements”. The emphasis will be on smaller-scale developments in line with a settlement hierarchy, to direct growth and change mostly to those settlements that already have a certain level of facilities.

A series of **Core Policies** forms the second part of the Core Strategy, these are District-wide policies and follow the ‘themes’ of the Council’s Sustainable Community Strategy, which include:-

Health and Well Being – this sets out guidance on standards to be applied for the provision of open space and built leisure facilities across the District in association with new development.

Safe and Strong Communities – this deals with matters such as community safety and transport, with a general policy to ensure that demands on the transport network are reduced through a range of measures.

Economic Prosperity – this requires the retention of existing premises and enables new development to support the key economic sectors that operate across the District. The presence of a number of large employers in the countryside is also recognised and these are encouraged to prepare plans for their future.

High Quality Environment – the amount of built and natural features within the District and the quality of the environment require a number of policies to ensure that these are given due consideration in the planning process. This section therefore includes policies on green infrastructure, biodiversity, flooding and the water environment, landscape and cultural heritage, proposed National Park, settlement gaps, ensuring high quality design, and meeting the challenge of climate change through low and zero carbon built development.

Inclusive Society – concentrates on the provision of housing across the District not just in terms of providing the number of houses required in the District, but also ensuring that a mix of new homes is provided including affordable housing. A policy for sites for gypsies, travellers and travelling showpeople is also included, as is a policy to retain local services and facilities.

The Core Strategy concludes with a section on developer’s contributions and a delivery plan to ensure that new development provides the necessary elements of infrastructure. A key feature of delivery will be monitoring and a detailed monitoring framework for how this will be done is set out.

## 1 **Introduction and Background**

### **The Local Development Framework**

- 1.1 In September 2004 the Government introduced a new type of development plan called the Local Development Framework (LDF), through its Planning and Compulsory Purchase Act 2004, with subsequent revisions in June 2008.
- 1.2 The LDF system allows the City Council to respond to the most important planning issues at different times and accordingly the Council has identified the need for the following key documents to be prepared initially :-
- Core Strategy – this sets out the vision, objectives, spatial development strategy and core policies for spatial planning in the District.
  - Development Management and Allocations - this allocates land across the District for housing, employment, retail, leisure and mixed use purposes and sets out detailed policies for guiding development.
  - An Area Action Plan for the Strategic Development Area at Hedge End which lies partly within both Winchester District and Eastleigh Borough – this will cover all aspects associated with this large scale development.
- 1.3 The Winchester LDF will replace the Winchester District Local Plan Review adopted July 2006. The Development Plan for the area will then consist of the Regional Spatial Strategy (The South East Plan) and the LDF rather than the County Structure Plan and the Local Plan.
- 1.4 The LDF, being a series of individual documents, will gradually replace various sections of the Local Plan. At present many of the policies within the Local Plan are ‘saved’ so that they can still be used, but policies will be gradually superseded by the LDF once its constituent parts are adopted. Accompanying amendments will also be required to the adopted Proposals Map, so that it reflects up to date policy designations and allocations.

### **The Core Strategy**

- 1.5 The Winchester Core Strategy will set out the broad strategic planning framework for the future of the Winchester District up to 2026, it will :-
- Set out a spatial vision for the District, in accordance with the vision of the Winchester District Sustainable Community Strategy, showing how it will change in the future in physical, economic, social and environmental terms.
  - Set the strategic objectives and key policies for realising the vision.
  - Identify broad locations for change, growth and protection, including allocating strategic sites.
  - Set out an implementation and monitoring framework, together with a delivery plan to demonstrate how the infrastructure requirements necessary for the development strategy will be achieved.
- 1.6 The Core Strategy is the lead LDF document and all other documents prepared under the LDF will have to conform to it. The Winchester Local Development

Scheme identifies the documents to be prepared under the LDF together with a proposed timetable, this can be viewed at [www.winchester.gov.uk](http://www.winchester.gov.uk). A glossary is set out at Appendix A to provide an explanation for many of the terms used in this document.

How does the Winchester Core Strategy fit in with other Plans and Strategies?

- 1.7 The Winchester LDF will be influenced by many other plans and strategies and this is crucial to ensure that the LDF takes into account the many elements that impact on the lives and businesses of individuals and communities within the District.
- 1.8 The Core Strategy will have to accord with a range of guidance and advice set out in national planning policies through Planning Policy Statements and Planning Policy Guidance.
- 1.9 In addition, the South East Plan (to be adopted Spring 2009) sets out the regional planning strategy covering the whole of the South East region. It sets out a range of policies including the scale of housing development to be provided across the region. The Plan identifies South Hampshire as a sub-region where economic growth will be promoted, which will also require substantial housing development. The southern part of Winchester District falls within the South Hampshire sub-region, known as the 'PUSH' area (Partnership for Urban South Hampshire). Winchester City Council is one of the eleven local authorities involved in PUSH and its associated cross-boundary joint working.
- 1.10 The geographical position of Winchester means that it has a common boundary in parts with a number of neighbouring local authorities, as illustrated on the following plan. This, together with the influence of PUSH, requires the Winchester LDF to respect the strategies of various neighbours.

## Location Map



- 1.11 This is particularly relevant as the nature of the District and the way it functions depends upon a variety of inter-relationships with its neighbours for employment, leisure, shopping and housing needs.
- 1.12 At the local level the Winchester LDF will help to implement the Council's Sustainable Community Strategy (SCS) and this is explored in more detail in the following section. The LDF and the SCS form the key policy framework for the Council over the next 20 years.
- 1.13 In addition to the SCS the Council has a range of plans and strategies which have informed the LDF and some will be delivery mechanisms for one or more its policies and proposals. For example, the City Council's Climate Change Plan and the Economic Strategy. Relevant documents are referred to within the text and listed in Appendix B as they form part of the evidence base. Within the District a range of local strategies exist that have been prepared by the community, these include Parish Plans, Market Town Health Checks and a number of village and neighbourhood design statements. These have also informed the preparation of the Core Strategy particularly where more local matters have required assessment.
- 1.14 In addition plans and strategies prepared by the Council's partners are influential as to the content and delivery of this strategy such as the Hampshire Local Transport Plan, and publications by Hampshire Primary Care Trust, etc.
- 1.15 More specifically, policies and proposals for the development of mineral resources and sustainable waste management across Hampshire are included in the Hampshire Minerals and Waste Development Framework. These need to be read in conjunction with the Winchester LDF as guidance on sustainable design, construction and demolition are set out in the adopted (July 2007) Hampshire Minerals and Waste Core Strategy [www.hants.gov.uk](http://www.hants.gov.uk).

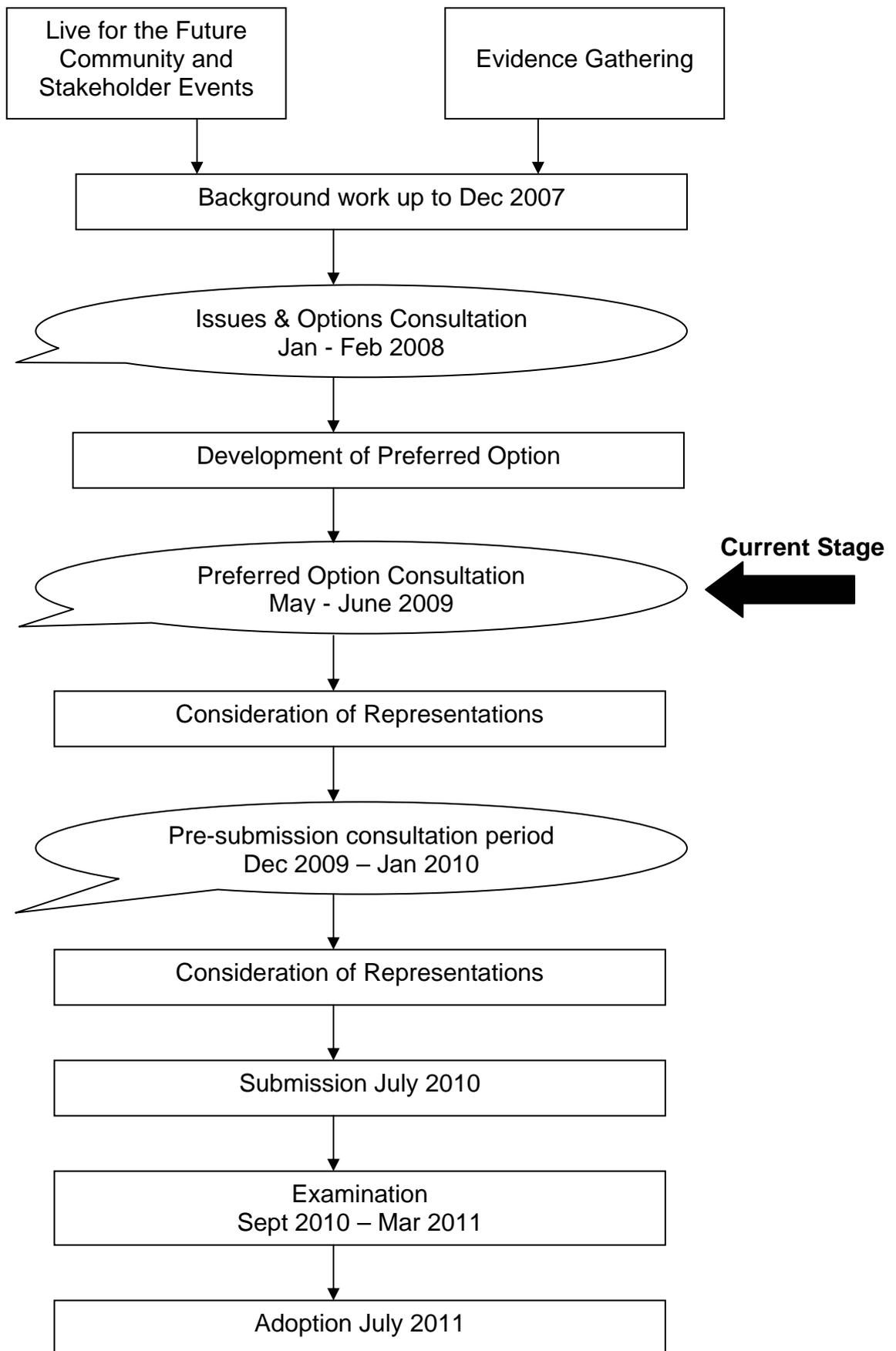
What has happened so far?

- 1.16 During Spring 2007 the City Council held a number of workshops under its 'Live for the Future' campaign to explore the concept of sustainable communities which the Council defined as :-

***“Great places to live, work and do business, but also take care of the environment and leave a good legacy for future generations”.***

- 1.17 A range of techniques were used including community and stakeholder workshops, a young person's event plus an online questionnaire. These explored the views, aspirations and concerns of the people that live, work and play in the Winchester District, and what they thought needed to change to make Winchester communities more sustainable. The report of the findings can be viewed on the Council's website. This consultation was undertaken jointly with the Council's Sustainable Community Strategy to ensure a common evidence base informed the preparation of the LDF and reviews of the Sustainable Community Strategy.

- 1.18 A further “Issues and Options” consultation was undertaken during January and February 2008. The Issues and Options document was made widely available and a series of workshops were held across the District. Several thousand responses were received commenting on the options and suggesting alternatives. During late 2008 a number of stakeholder workshops were held – primarily to engage with the key service providers, and to discuss community representatives’ views on the options presented and ways forward, given the evidence base and regional requirements.
- 1.19 With amendments to the Local Development Regulations in June 2008, the current consultation forms part of the process required to comply with Regulation 25 of the relevant Town and Country Planning Regulations. The following diagram illustrates progress to date together with opportunities to get involved. Following publication of this ‘Preferred Option’ document for comment, there are a number of more formal stages prior to adoption of the Core Strategy :-



What Next?

- 1.20 We would welcome your comments on this paper and have created an on-line response form to submit these directly to us at [www.winchester.gov.uk](http://www.winchester.gov.uk). If however, you require a paper comment form please call 01962 840 222. If you require this in an alternative format please let us know.

Any comments on this document must be made by 5pm on Friday 3<sup>rd</sup> July 2009 and be returned to :-

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## 2 **The Winchester Core Strategy**

### **The Winchester District Strategic Partnership and Sustainable Community Strategy**

- 2.1 The Winchester District Strategic Partnership (WDSP) has prepared the Sustainable Community Strategy for Winchester District following extensive consultation with local people, councils, businesses, voluntary organisations, and public sector services such as Police, Health and Education. Its vision was originally adopted in March 2007 and remains in place following a 'refresh' in 2008 :-

*Our vision for the Winchester District is of diverse and dynamic communities, where people work together to ensure that everyone has the opportunity to lead a fulfilling life now and in the future.*

This vision establishes what is required for the Winchester District now and in the future.

- 2.2 The Sustainable Community Strategy acknowledges that its vision is critical to leading the way for the Council's Local Development Framework (LDF), to ensure that the growth and development that takes place over the next 20 years is sustainable and secures benefits for everyone to deliver the shared priorities of the Sustainable Community Strategy.
- 2.3 The SCS identifies five outcomes, together with a number of indicators of what is expected from these outcomes:-

#### Health and Well Being

Residents are active and a healthy weight

Residents make decisions which help them maintain a healthy lifestyle

Children and young people enjoy healthy, fulfilling and active lives

Older people enjoy healthy, fulfilling and active lives

#### Safe and Strong Communities

There are low levels of anti-social behaviour throughout the District

There are low levels of violent crime

Roads are safe in the District

#### Economic Prosperity

Winchester District exploits its reputation as a cultural stronghold, using this as a means to stimulate a modern and creative approach to business

The promise of London 2012 is channelled into local opportunities to enhance the skills and ambitions of those who live in the District

Businesses are good neighbours

#### High Quality Environment

The District meets the challenge of climate change

Biodiversity is thriving in the District

#### Inclusive Society

People are able to access services and information that meets their needs

People have access to housing that meets their needs

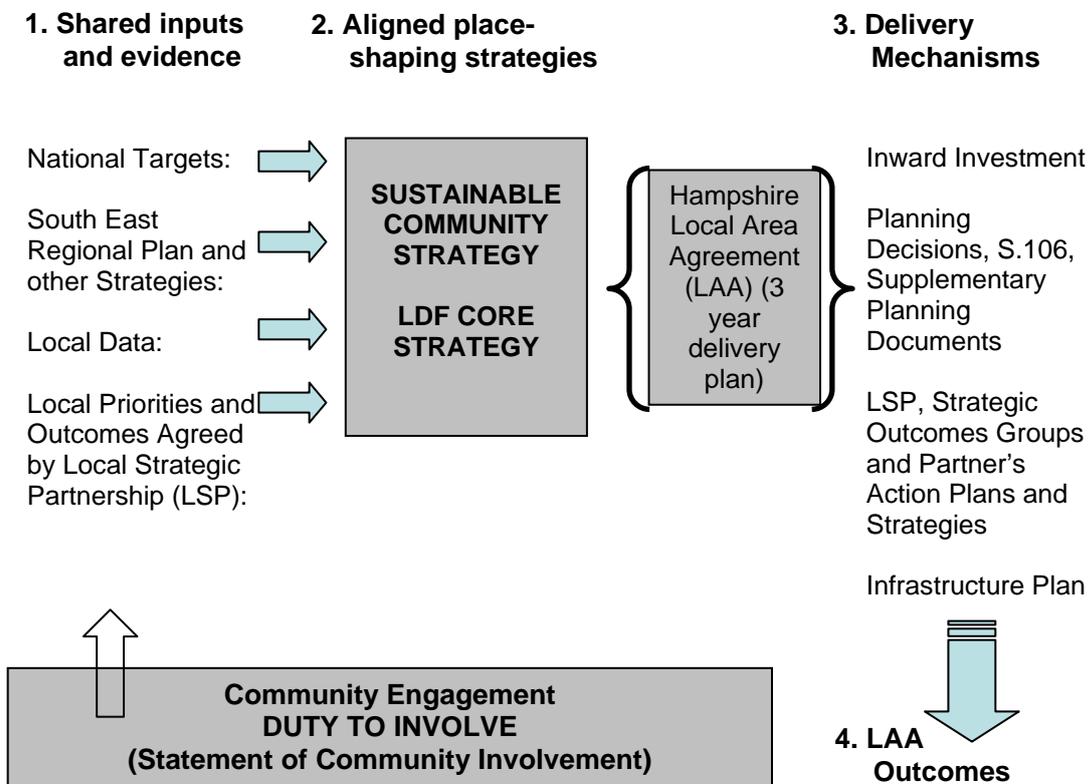
People are active in their communities.

2.4 In addition to the SCS, the Hampshire Local Area Agreement (LAA) is a further driver for partner agencies to work together to deliver shared goals. It is set out again around a series of themes covering the following :-

- Children and Young people
- Employment, skills and business support,
- Accessibility and transport
- Housing and accommodation
- Safer communities
- Health and wellbeing
- Environment
- Strong communities

2.5 These are reflected within the Council’s Sustainable Community Strategy so that WDSP actions will contribute to both sets of objectives. Many public sector partners, including councils, have a statutory duty to co-operate in the delivery of the Local Area Agreement.

2.6 The diagram below illustrates the linkages between the LDF, SCS and LAA, (based on ‘Planning Together’ published by DCLG April 2009):-



Taking these leading principles it is necessary to establish their influence on spatial planning matters for the Winchester District to be delivered through the LDF.

### 3 **Spatial Planning in Winchester District**

#### **Spatial Planning Vision**

- 3.1 The SCS vision and outcomes are critical for this Core Strategy and below these are translated into a locally distinct spatial planning vision and a series of strategic objectives which provide the link between these and the spatial policies set out in this document. The aim is that when considered together as a package these create sustainable communities through sustainable development.

*“Winchester District will retain its distinctive identity as a predominantly rural area of countryside, villages and market towns. Growth and change will be directed to the most sustainable locations; the County Town of Winchester and the urban areas on the southern fringes of the District which have a greater functional relationship with urban south Hampshire. The varied economy will expand and change to reflect its range of skills and technologies from traditional rural enterprises to knowledge and creative industries. The District’s rich heritage, biodiversity and landscape, a significant part of which falls within the proposed South Downs National Park, will be maintained and enhanced to provide an attractive place to live, work and do business. The many communities and individuals within the District will have continued access to a range of local services and facilities including green space to ensure social inclusion and the promotion of healthy lifestyles. Change will be accommodated in a sustainable manner minimising its impact on precious resources and climate change.”*

#### **Spatial Planning Objectives**

- 3.2 Heath and Well Being
- Maximise new and existing opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles for all members of the community, and to reduce the need to use the car.
- 3.3 Safe and Strong Communities
- To achieve safe and cohesive communities which provide access for all and are designed to ensure community safety.
  - Creation of opportunities to avoid car use through a range of alternative accessible measures.
- 3.4 Economic Prosperity
- Creation of a low carbon economy that promotes the varied talents of the District, building on the creative and knowledge based industries that exist, whilst developing the agricultural, tourism and cultural assets of our historic towns and villages and valued landscapes, by ensuring that there are a range of sites and premises available for businesses to set up and expand to meet their full potential.

- encourage the development and adoption of energy efficiency and renewable energy technologies and enable their take-up by new and existing businesses.
- To promote opportunities that provide linkages between the local economy and local labour through diversification to ensure that our communities benefit from economic growth and development.

### 3.5 High Quality Environment

- Protection and enhancement of Winchester District's most valuable environments and wildlife assets, whether these are urban, rural or involve the built or natural environments, to ensure that the changes we are seeking restore, maintain or enhance the biodiversity and landscape character of the District as a special place.
- To provide, protect and enhance green infrastructure to include open spaces, green links and wildlife corridors.
- For the District to mitigate against impacts of and adapt to the effects of climate change, through promoting lifestyles and businesses which are sustainable for the environment and maximising the use of technologies that are available to reduce waste and carbon emissions, maximise the use of sustainable construction methods and drainage systems and encourage the use of locally sourced materials, to protect the integrity of the natural systems that exist in the District.
- To ensure that high quality design that takes account of character, local distinctiveness and sustainable design principles.

### 3.6 Inclusive Society

- Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population to ensure inclusion by all, whilst reducing carbon emissions.
- Provision of the necessary services and support facilities in the right places at the right time, including health, education, cultural, leisure and shopping etc, to ensure our existing and new communities are attractive and safe places to live and work and encourage sustainable transport alternatives that reduce the use of the private car and enable people to live close to where they work.

## **Sustainability Appraisal and Strategic Environmental Assessment**

- 3.7 The purpose of Sustainability Appraisal (SA) is to promote sustainable development through an ongoing dialogue and assessment during the preparation of Development Planning Documents (DPDs). Government guidance refers to the planning system as a means of contributing to the achievement of sustainable development, which is a statutory objective.
- 3.8 Strategic Environmental Assessment (SEA) considers the potential impacts of planning proposals on the environment and is a requirement of European legislation. In England, Strategic Environmental Assessment is incorporated into the SA process and consideration of social and economic issues are dealt

with to the same level as environmental. The SA of Development Plan Documents is required by UK and European legislation.

- 3.9 LDFs also have to comply with the requirements of the European Community's Habitats Regulations - Council Directive 92/43/EEC on the conservation of natural habitats and of wild fauna and flora. The Regulations provide for the designation and protection of 'European sites', and the adaptation of planning and other controls for the protection of European Sites. To this extent further assessment of the impact of the proposed strategic site allocations on such sites has been undertaken – the results can be viewed at:  
[www.winchester.gov.uk](http://www.winchester.gov.uk).
- 3.10 A Sustainability Appraisal (SA) Framework was developed and used to assess the Issues and Options, the results of this can be viewed on the Council's website [www.winchester.gov.uk](http://www.winchester.gov.uk). These have informed the evolution and formulation of the Preferred Option now set out in this document. The Preferred Option will be subject to the SA process and refined as necessary to ensure that the emerging policies and proposals will be the most sustainable and deliverable options for the District.
- 3.11 Whilst the SA/SEA process examines the concept of sustainability through consideration of social, economic and environmental impacts, there is also the matter of health and equality which must be incorporated into policy formulation. Accordingly, the SA/SEA framework includes a specific section on health under the objective "to improve the health and well being of all". Equality however, falls outside this remit, but it is a requirement of the Council under the 'Equality Standard for Local Government' (soon to be replaced by a National Equality Framework) to include this element in fulfilling its duties in relation to promoting equality in service provision.
- 3.12 Consequently this document will be assessed in accordance with the City Council's Equality Impact Assessment Manual which examines the impact of the draft policies on gender, age, race, disability and health, sexuality, religion and belief along with other more general categories such as those on low incomes, those living in a rural area or those with caring responsibilities, etc. The results of this assessment will be available on the Council's website.

**Key Drivers for the Winchester District 2006 – 2026**

3.13 The SA Scoping report and the Sustainable Community Strategy have identified a number of key issues and ‘drivers’ affecting Winchester District over the next few years which need to be taken into account through this spatial plan:-

Key drivers for change	Challenges for the Core Strategy	Policy References in the Core Strategy
<p><b><u>Nature of the District</u></b></p> <p>Winchester District is the least densely populated District in Hampshire</p> <p>Comprises 66,107 hectares (225.24 sq.miles) with over 50 rural settlements</p> <p>30% of the population are qualified to professional status compared to 20% nationally</p>	<p><b>Whilst the District is predominantly rural, with the county town of Winchester acting as a centre for learning and commerce, there is an increasing influence from the urban areas of Southampton and Portsmouth to the south, which along with a number of Winchester settlements are within the sub region of urban south Hampshire. How do we deal with such a range of issues and challenges?</b></p>	<p><b>SS1, SS2, WT1, SH1, MTRA1, CP3</b></p>
<p><b><u>Climate Change and Renewable Energy</u></b></p> <p>Per capita carbon footprint: Winchester 8.7 tonnes CO2 per year South East 6.8 tonnes per year</p> <p>Car ownership: Winchester – no car 15% South East – no car 27%</p> <p>Winchester – 2 cars 35% South East – 2 cars 30%</p> <p>Winchester – 3+ cars 10% South East – 3+ cars 7%</p> <p>Source 2001 census</p>	<p><b>We need to reduce carbon emissions and car journeys, through developing a spatial strategy that encourages growth where there is a network of existing activities to reduce the need to travel by car; in addition what opportunities does the District have to create sources of renewable energy and reduce energy use? How do we ensure that new developments positively contribute to their own energy needs by using renewable sources?</b></p>	<p><b>SS1, SS2, MTRA2, WT1, SH1, CP2, CP13, CP14, CP23</b></p>
<p><b><u>The cost of housing in Winchester District</u></b></p> <p>Average house prices:</p>	<p><b>How does the Core Strategy ensure that there is a supply of housing that can be afforded by people who</b></p>	<p><b>CP3, CP15, CP16, CP17, CP18, CP19, CP20, CP21, CP22</b></p>

Key drivers for change	Challenges for the Core Strategy	Policy References in the Core Strategy
<p><b>Winchester £330,451</b> <b>South East £248,003</b></p> <p>Source : land registry July – September 2007</p>	<p>wish to live and work in the District, to promote and support economic prosperity, meet housing needs and promote an inclusive society?</p>	
<p><u><b>Future of the Winchester District Economy</b></u></p> <p>Key employment sectors :</p> <p>Public admin, health etc Winchester 33% South East 24.6%</p> <p>Banking, finance etc Winchester 24.4% South East 23.8%</p> <p>Hotels, distribution, restaurants etc Winchester 20.7% South East 25.6%</p> <p>Source : GOSE</p>	<p>How do we build on our economic strengths of being a centre for creative, knowledge based industries, supported by an active rural economy that ensures we remain competitive and attractive to future economic demands?</p>	<p>SS1, SS2, WT1, SH1, MTRA1, MTRA2, MTRA4, CP3, CP4,</p>
<p><u><b>Commuting</b></u></p> <p>18,000 people commute into Winchester Town daily; 8,600 commute out</p> <p>48% of people working in the District also live in the District</p> <p>Mode of travel to work:</p> <p>Car (driver) Winchester 58.78% South East 59.18%</p> <p>Public transport Winchester 7.32% South East 10.18%</p> <p>Bike, on foot Winchester 15.01%</p>	<p>Large numbers of the District’s residents commute out during the day whilst an even larger number of workers commute in to work within the range of employment opportunities that the District has to offer. How do we attempt to ensure that there are sufficient skills available within the District to encourage people to work locally and the corresponding provision of homes so that people can also live locally?</p>	<p>SS1, SS2, WT1, SH1, MTRA1, MTRA2, WT2, WT3, SH2, SH3, CP2, CP3, CP23,</p>

Key drivers for change	Challenges for the Core Strategy	Policy References in the Core Strategy
<p><b>South East 12.98%</b></p> <p><b>Source : 2001 census</b></p>		
<p><b><u>Physical and social infrastructure</u></b></p> <p>To ensure the provision of the following elements of infrastructure and others as may be required :</p> <p><b>Transport</b>  <b>Affordable housing</b>  <b>Education provision</b>  <b>Health and social services</b>  <b>Community and recreation,</b>  <b>Green infrastructure</b>  <b>Public and utility services</b>  <b>Flood defences</b></p>	<p>The new and growing communities must be supported by the provision of infrastructure at the right time. How do we ensure that this is delivered in a timely fashion?</p>	<p><b>SS2, WT1, WT2, WT3, SH1, SH2, SH3, CP1, CP5, CP7, CP11, CP12, CP14, CP24</b></p>
<p><b><u>An aging population</u></b></p> <p>2001 census = 107, 222                  2006 ONS mid year estimate = 110,000</p> <p>There will be an increase of 25, 057 people between 2001 and 2026</p> <p>By 2012 the District will have 31,328 residents between 45 – 64 and 22, 176 over the age 65; by 2026 22.7% of resident population will be 65 years and over.</p>	<p>By 2026 almost a quarter of Winchester’s residents will be over 65 years of age. How do we plan to cater for the increasing needs and requirements of this sector of our community?</p>	<p><b>SS1, SS2, WT1, SH1, MTRA1, CP1, CP15, CP16, CP17, CP18, CP24</b></p>

## 4 **The Spatial Strategy**

- 4.1 Winchester District is predominately rural covering an area of some 65,000 hectares, with over 50 smaller settlements in addition to Winchester itself. The landscape has in the past led the way the settlements have evolved and developed, resulting in towns and villages with strong, distinctive characters. More recently the location of Winchester District in relation to road and rail links and its proximity to the Southampton and Portsmouth conurbations and within commuting distance of London have had a direct impact on the way our towns and villages now function. This is changing with the increase in car ownership and a desire to access more facilities on a regular basis.
- 4.2 These factors need to be considered against the challenges expressed in the South East Plan, primarily in relation to the requirement to provide sites for over 12,000 dwellings in the next twenty years. Whilst none of the settlements within the District have been recognised in the South East Plan as being of strategic importance, the role of Winchester Town is specifically mentioned and expected to make a wider contribution to the regional strategy.
- 4.3 Studies undertaken for the LDF have revealed that there are three economic areas within the District. These local economies are focussed on Winchester Town, the substantial rural area and the market towns within it and the District's southern fringe. These elements require individual treatment to some extent to enable their specific characteristics and requirements to be addressed.
- 4.4 The purpose of the spatial strategy is to not only set out in broad terms where the bulk of development and change should happen to meet the needs of the District and its communities, but also to identify what is to be achieved in these areas to deliver the vision and outcomes we wish to achieve.

### What you've told us

- 4.5 Through both the LDF and SCS consultation exercises the District's communities have expressed both a strong sense of local community spirit and identity and pride in where they live. Many also recognise the benefit of living close to the multifunctional countryside and having access to it. There is recognition of the varied nature of the District, particularly between the urban and rural areas and between the north and south, where the southern parishes have a stronger relationship with the urban areas of South Hampshire. There is however, a keen desire to maintain the separate identity of many of the larger villages that lie within this area rather than becoming part of the southern Hampshire urban area.

### Preferred Approach

- 4.6 The Issues and Options paper presented the concept of creating three spatial areas for the District taking into account the following considerations :-
- Availability of local employment opportunities.
  - Public transport services to neighbouring settlements and further afield

- Range of services and facilities including shops, education and health provision
- Opportunities for growth/change and relationship with neighbouring settlements

4.7 This then created the three 'spatial' areas of:-

- Winchester Town
- The Market towns and the rural area
- The southern part of the District that lies within the area covered by the Partnership for Urban South Hampshire (PUSH)

4.8 However, following consultation it became apparent that there was potential duplication for the settlements within 'the market towns and rural area' as there were some villages/market towns within the rural area which were additionally covered by the PUSH designation.

4.9 There is no doubt that Winchester Town needs specific recognition as it performs as a centre of employment, retail, commerce and learning. It also has exceptional cultural and heritage features which play an important role. It is appropriate therefore to retain Winchester Town as one of the spatial categories.

4.10 There is a general recognition that the remainder of the District which is predominantly rural consists of many smaller market towns and villages which interrelate within a high quality natural environment. There are however a number of existing/proposed policy overlays which cover parts of the District and are informed by wider plans and policies, in particular PUSH and the proposed South Downs National Park. These designations cannot be ignored, however the spatial strategy needs to provide certainty and direction for LDF policies.

4.11 The main issue is around the nature and function of the smaller market towns and villages that lie within the PUSH designation, but which are of a similar character and function to those outside. There is strong local opposition to the growth required for the PUSH area, which is essentially an urban area, being applied to these rural towns and villages. Whilst the PUSH designation cannot be ignored as it is an agreed sub-regional strategy set out in the South East Plan, the spatial strategy for the Winchester District has the opportunity to be expressed with a more local focus. The major opportunities for sustainable growth within the PUSH area of the District are all within the M27 employment market corridor, on the fringes of the District.

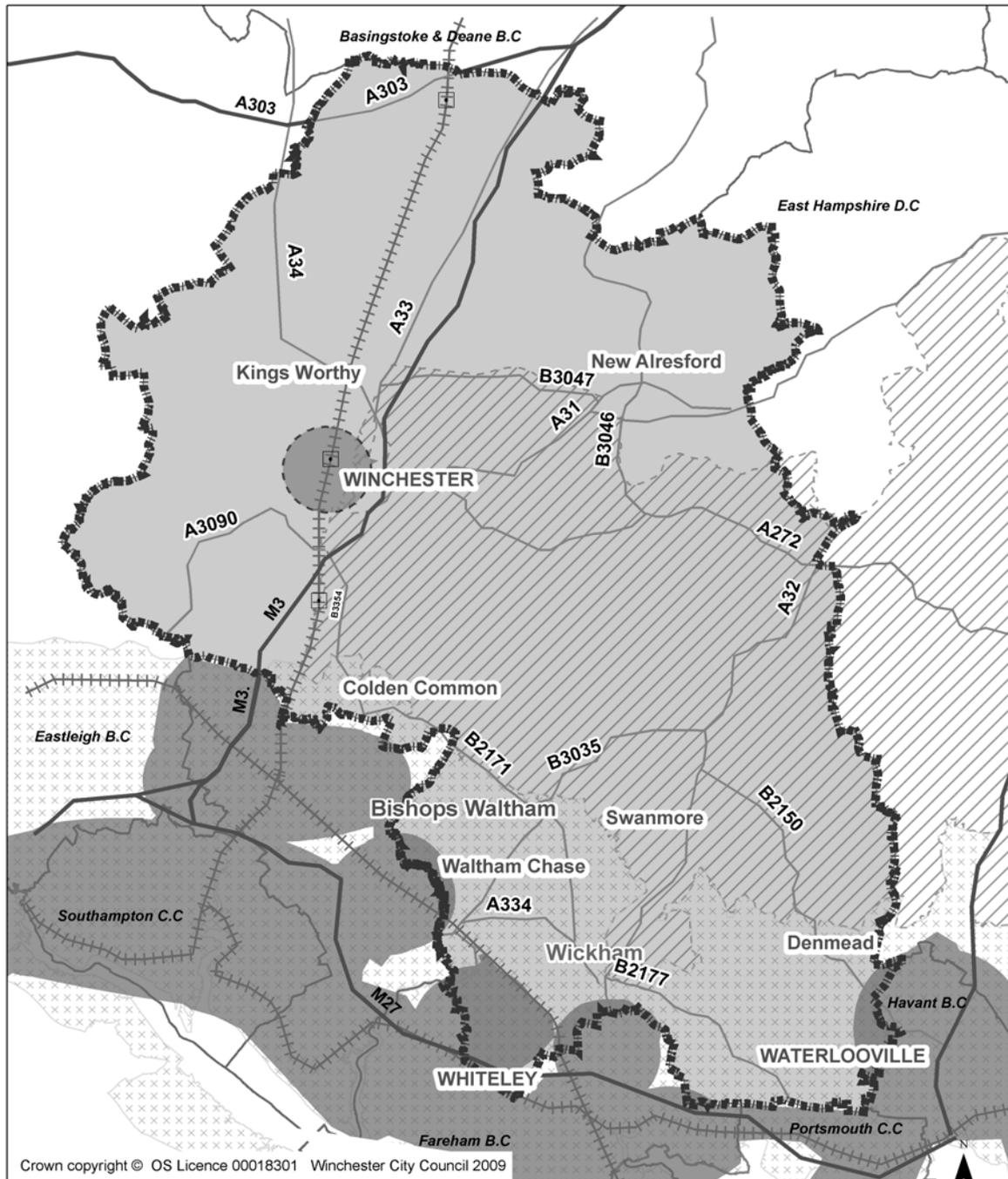
4.12 The solution is to identify a spatial area that includes the planned and proposed urban extensions to the existing urban areas to the south of the District, at Whiteley and Waterlooville and land that relates to the proposed SDAs. This approach would create the following three spatial areas of:-

- Winchester Town
- The South Hampshire urban areas
- The Market towns and the rural area

with 'policy overlays' also identified for:-

- The PUSH area
  - The proposed South Downs National Park
- which are illustrated on the following plan.

**Spatial Areas**



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**Key:**

- |                              |                             |
|------------------------------|-----------------------------|
| Railway Station              | South Hampshire Urban Areas |
| Winchester District Boundary | Winchester Town             |
| Motorway                     | PUSH Area                   |
| Main roads                   | Proposed National Park      |
| Railway                      | Market Towns and Rural Area |

1:125,000

- 4.13 This approach will allow the Core Strategy to fully explore the potential that these different parts of the District can offer in terms of growth, sustainable development and diversity and forms the basis of a settlement hierarchy. It will be necessary to ensure that the existing linkages and interactions between the different areas are recognised and maintained, and that these areas are not considered in isolation.

### **Steering Development to the most Sustainable Locations**

- 4.14 The preferred approach seeks to meet the District's housing requirements through a mixture of brownfield sites, which are either existing commitments or identified through the Strategic Housing Land Availability Assessment (SHLAA), with some additional greenfield sites allocated to meet the requirements in the South East Plan and the economic development objectives in a sustainable way.
- 4.15 The principal focus for new development will be at Winchester Town and the South Hampshire urban areas, with the emphasis on following a sequential approach to development using primarily previously developed land in the early parts of the plan period whilst the strategic allocations are being planned to deliver thereafter. The principle objectives for development will be :-
- Winchester Town – providing for housing growth and maximising opportunities to diversify the economy whilst seeking to reduce commuting levels and respecting the special character of the town;
  - South Hampshire urban areas – to ensure that the new communities created in this area are supported by the provision of physical and social infrastructure whilst paying full regard to the environmental assets in this part of the District.
  - Market Towns and Rural Area - to provide for development that serves locals needs in the most accessible and sustainable locations, whilst respecting and improving the physical and community identity of settlements.

### **Policy SS1 Sustainable Development Principles**

**Winchester City Council will promote sustainable development to deliver new housing and to encourage opportunities for supporting economic growth and diversification. This growth and change will be located at the most accessible and sustainable locations in the following spatial areas:-**

- **Winchester Town**
- **The South Hampshire urban areas**
- **The Market towns and the rural area**

**Development proposals will be expected to make efficient use of land and take a sequential approach that prioritises the use of previously developed land and accessible locations.**

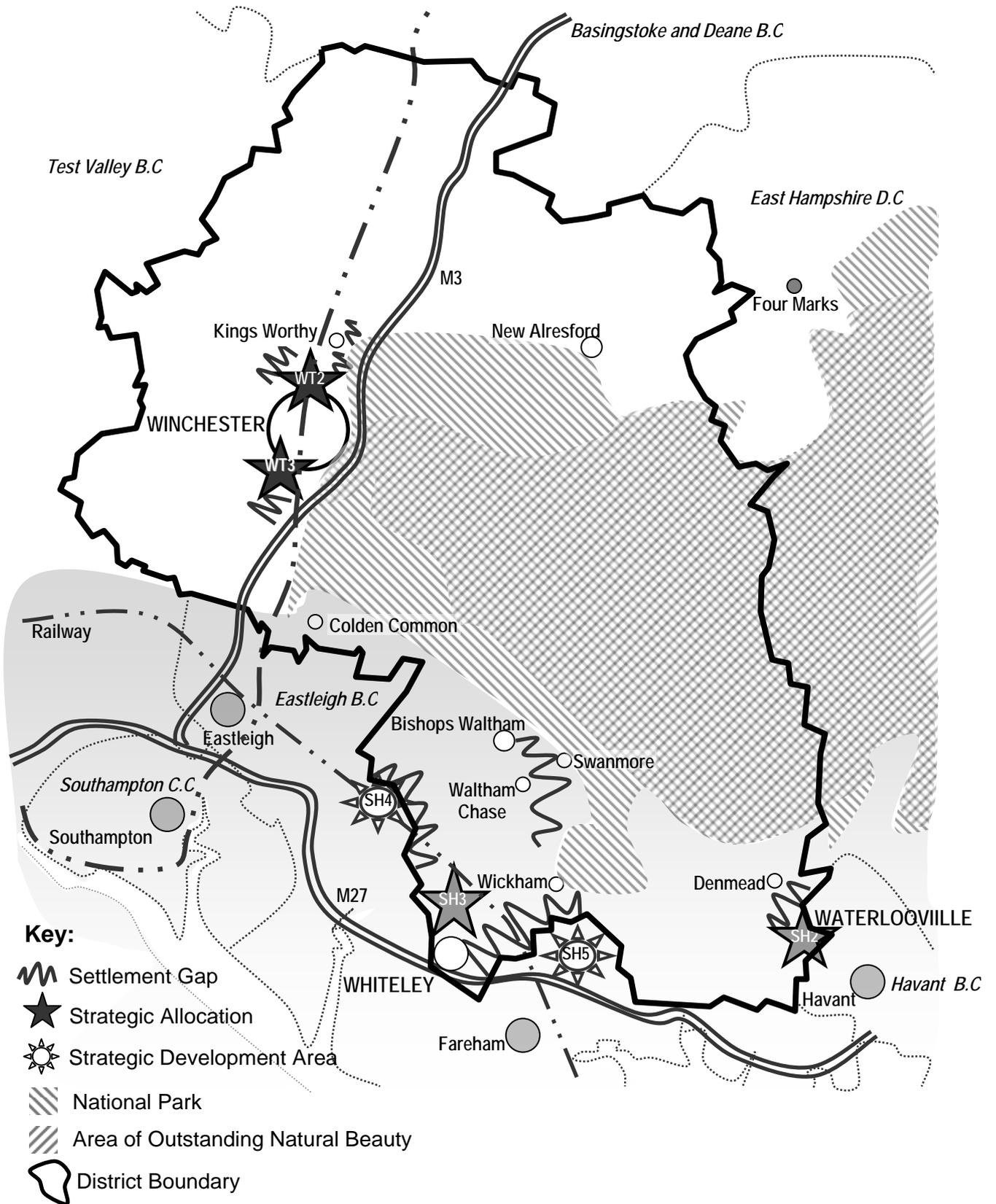
**In all cases the following principles will apply to development proposals:-**

- **Full regard will be had to environmental assets, scarce resources, constraints and opportunities;**
- **The use of public transport, walking and cycling is encouraged in preference to car use;**
- **Proximity to jobs, services and facilities and in the most accessible locations for transport by non-car modes;**
- **Buildings and spaces promote the character of townscape and setting of settlements and enhance individual and community wellbeing, health and safety;**
- **Existing infrastructure and services must have adequate capacity to serve the new developments, or arrangements are made for appropriate increases in capacity;**
- **Climate change, renewable energy and green infrastructure opportunities and flooding issues are properly addressed**

4.16 This strategy will be implemented not only through the strategic allocations identified in the Core Strategy but also through smaller site allocations and more detailed policies in the Development Management and Allocations DPD. In accordance with the spatial split, most of the District's development will be concentrated within Winchester Town and the South Hampshire urban areas, which have existing and proposed concentrations of jobs, services and other facilities and are therefore the most sustainable locations within the District. More locally focussed development will occur in the Market Towns and Rural Area reflecting the needs and requirements of those communities and to ensure that they offer a range of services and facilities and sustainable opportunities for change consistent with their scale and function.

4.17 The following key diagram illustrates the spatial areas, strategic allocations and designations:-

KEY DIAGRAM



- 4.18 The Core Strategy makes a number of strategic allocations at Winchester, Whiteley and Waterlooville to ensure delivery of the above development strategy across the District. It will also contribute to the development of Strategic Development Areas in adjoining Districts. Policy SS2 below sets out the key requirements that will apply to these major developments. Site-specific principles and requirements are set out in the relevant Spatial Strategy policies.

**Policy SS2 - Requirements for major large scale developments**

**The major developments proposed at Winchester, Whiteley and Waterlooville, as set out in detail at Policies WT2, WT3, SH2 and SH3, must accord with the following development requirements which seek to achieve new neighbourhoods and communities which act as exemplars of sustainable development. These requirements should also be applied to the SDAs in so far as they are relevant :**

- **Provision of a range of housing types, sizes and tenures to meet the needs of each spatial area and the new community, including 40% affordable housing. Densities should average 40 dwellings per hectare (net) with higher densities close to town/local centres and good public transport routes, and lower densities near rural edges or close to sensitive environmental features;**
- **Provision of a full range of social and physical infrastructure including education, health, community, recreation and leisure facilities that meet all the needs of the community in terms of equality and inclusion;**
- **Provision of sustainable transport systems to reduce the need to travel by car, management of the transport system to maximise its efficiency, and investment in new/improved transport infrastructure to meet the needs of the new development. Appropriate opportunities for sustainable travel should be provided, including public transport provision and enhancement, footpaths, cycleways, bridleways, and green corridors. Measures to mitigate the traffic impacts of the proposed development should be included to ensure that the strategic and local road networks can accommodate it;**
- **Maximise the opportunity presented by the development to make a significant contribution towards reducing carbon emissions and water consumption, such as through provision of district heating systems or on-site renewable energy generation;**
- **Achieve a high standard of sustainable design and an attractive and accessible public realm with active street frontages to create safe and attractive environments. The design should reflect local character and create a sense of place, and include elements of public art where these contribute to the identity of the new neighbourhood/community.**
- **Integration with adjoining urban areas to ensure good accessibility to existing centres in an environmentally sound and cost effective manner;**

- **Provision of green infrastructure to mitigate the environmental impacts of the development and improve biodiversity in the area, including a comprehensive network of open spaces and recreational facilities to enhance the spatial qualities of the area, meet the needs of the new community and improve public access to the countryside;**
- **Assessment of the impact on biodiversity, both of the development alone and ‘in-combination’ with other proposed development. Developments must be designed firstly to avoid harmful impacts, especially on habitats of national and international importance, and to include measures to mitigate local and wider impacts of the development;**
- **Protection and strengthening of locally important landscape features and characteristics so as to minimise the impact on the character of the landscape and intrusion on important views;**
- **Avoidance of inappropriate development in areas identified as being of at risk of flooding. In accordance with the sequential test, appropriate forms of development should be substituted in those parts of the site that are at risk of flooding. Sustainable Drainage Systems (SUDS) must be provided which are fully integrated into the network of multi-functional green spaces, help to enhance local biodiversity, provide open space, and offer flood risk and water quality benefits;**
- **Development of comprehensive masterplans which cover the whole of the development area and clearly demonstrate integration with the surrounding area. Demonstration as to how these development principles will be realised, taking into account local community views. Masterplans should provide indicative layouts showing the disposition and quantity of future land-uses and a three-dimensional indication of the urban design parameters which will be incorporated. Masterplans should include details of structural landscaping, including advance planting where possible;**
- **Demonstration of how the National Air Quality Standards will be met, how the impact of development on any designated Air Quality Management Areas will be addressed, and how other pollution or contamination issues will be dealt with;**
- **Phasing and implementation details, including the timing of provision of infrastructure and community assets, and how they will be maintained and managed.**

## 5 **Spatial Strategy – Winchester Town**

### Background

5.1 Early in 2007 Winchester Town Forum launched its vision “Winchester – Towards our Future”. This recognised that Winchester had welcomed and absorbed change, but that there was a need to continue its successful evolution in order to enrich the lives of future generations through the following considerations:-

- care about our history, heritage and setting.
- encourage people to do business here.
- be a natural destination for visitors and shoppers.
- provide new and affordable housing.
- improve transport, infrastructure and air quality.
- become a regional centre for creativity and culture.
- create a green and environmentally friendly city.
- be a town which supports safe and stable communities.

5.2 In terms of housing provision, the South East Plan requires the non-PUSH part of Winchester District to accommodate an increase of 6000 dwellings, of which approximately 700 were completed by April 2008. The current Strategic Housing Land Availability Assessment (SHLAA) and other work suggests that large committed sites and SHLAA sites will provide about 2000 dwellings, with small committed and other sites contributing approximately 1200 dwellings. Development from all sources within settlements in the non-PUSH area over the whole plan period (to 2026) is therefore likely to contribute almost 4000 dwellings of the total South East Plan requirement of 6000. Analysis of the SHLAA results and existing commitments suggests that about 2,000 of these are likely to be within Winchester Town, which obviously has the greatest capacity for infilling and redevelopment. The ‘shortfall’ of 2000 dwellings will consequently need to be made up by new greenfield allocations.

### What you’ve told us

5.3 Consultation on the issues for Winchester Town generated a range of responses covering matters such as: impact of development and change on the character and setting of the City; need for more affordable housing; need to reduce carbon emissions and use renewable energy; concern over the loss of greenfield sites and open space within and around the edges of the town; acknowledgement that the provision of infrastructure must keep pace with development and that alternatives to using the car must be in place. With specific reference to the economy, a stakeholder workshop raised a number of pertinent points including: the economy is strong but it cannot stand still and there needs to be action to stop Winchester becoming over-reliant on commuters; Winchester should support its existing workforce whilst attracting and encouraging new economic opportunities; as Winchester has its origins in the seat of learning, this ‘knowledge’ theme should continue to be recognised as one of its special characteristics along with its attractive environment.

- 5.4 There was considerable support for major housing and economic development (the 'step change' option), with the area to the north of Winchester being the preferred location. Conversely, there were many responses which rejected any greenfield development and suggested that the town's existing boundaries should be maintained by concentrating growth within the built-up area or in other locations.

Preferred approach

- 5.5 The requirement to deliver the housing targets set out in the South East Plan has led to the conclusion that the preferred approach should be a hybrid between the 'planned boundaries' option and the 'step change' option. This will enable Winchester Town to evolve and develop into a regional centre for creativity and culture, whilst retaining greenspace, and using its setting and heritage to its full potential, as identified by the Town Forum.
- 5.6 The alternative option which was suggested proposed no further greenfield releases, including those already identified through the adopted Local Plan. Development requirements would be met through further intensification and reuse of brownfield sites within the existing boundaries of the Town. This approach alone would put more stress on existing infrastructure, require high density development of a type not necessarily suited to housing need, produce less affordable housing and compromise the character of many parts of the town. It would also put pressure on the rural areas to meet the potential shortfall in the housing requirements.
- 5.7 It is concluded that, although brownfield sites should be used wherever possible, there are insufficient such sites to meet housing targets without an approach to development that would be very harmful to the character and qualities of the Town and would not deliver the wider economic and community benefits sought by the Town Forum's vision. The spatial vision for the future growth of Winchester Town is therefore based on the concept of 'development with a purpose' which is aimed at ensuring that growth deals with matters beyond just meeting housing targets, and is directed also towards improving the social and economic well-being of the community. The vision is focused on providing a range of accommodation to meet the needs of the whole community, and to ensure that the local economy builds on its existing and growing strengths in higher education, creative and media industries, and other knowledge-based activities

Preferred policy

- 5.8 In respect of housing development, the strategy is to make best use of previously developed land, especially in the early parts of the plan period. The availability of housing land will be monitored through the Annual Monitoring Report and an adequate 5-year and long-term supply of housing land will be maintained through the release of land at Barton Farm when needed. All the options for substantial growth around the town were assessed and the site at Barton Farm, to the north of the town, was found to be the most appropriate. It is also the only site to have been allocated in its entirety as a Major Development Area in the adopted Local Plan (albeit as a reserve site) and to have been subject to two recent Public Inquiries. Its soundness for sustainably providing 2,000 dwellings is not therefore in question. The benefits of allocating

this site are that it can deliver all the required greenfield housing in one location enabling better infrastructure provision, it can provide the necessary social and physical infrastructure, it is in one ownership (and is, therefore, deliverable) and it can substantially mitigate adverse environmental impacts.

- 5.9 There are significant benefits in allocating a single site for the development of approximately 2,000 dwellings in that it will be of sufficient critical mass to meet most of its infrastructure needs, including educational and community facilities. A development of 2,000 dwellings would need a new two to three form primary school as part of the development, whereas it would be more difficult to justify the provision of a new school in smaller developments. If the new development was to be in the north of the Town then there may also be the opportunity for the re-location of Henry Beaufort secondary school, the redevelopment of its site for residential purposes and potentially the creation of a modern state of the art 'learning site', combining the secondary school, primary school and pre-school facilities. Likewise larger scale development can support additional bus services, in order to make significant improvements to public and community transport both for the development and the wider area. There is also better potential for renewable energy provision, district heating facilities and other measures to reduce the carbon footprint of development.
- 5.10 There are no significant benefits to allocating several smaller strategic housing areas. Allocations of significantly fewer than 2000 dwellings will find it difficult to fund significant infrastructure or other provision and would not be of a critical mass to provide for community and educational infrastructure on-site. Financial contributions alone are unlikely to be a suitable alternative to on-site provision. Even in terms of landscape impact, a dispersal strategy is likely to be no less intrusive overall than a single larger development.
- 5.11 In terms of economic opportunities, the Economic and Employment Study, undertaken to inform the preparation of the Core Strategy, summarises the distinctive economic characteristics of Winchester Town as being the:-
- Potential of its creative and cultural industries, linked to its universities - Winchester Town has been part of a growth in creative industries in recent years with growth in the sector of around 30%. This should be recognised as a distinctive local cluster, with a strong knowledge base within the wider regional sector.
  - Opportunities to support growth in advanced manufacturing - This being linked to the knowledge based sector.
  - Importance of the visitor economy and linked to this the evening economy - In tourism terms the profile of Winchester is of a national or international scale with visitor spend continuing to increase.
  - Increasing incidence of professional and business services - There are also a growing number of small scale, high-value, professional and business services providers within the Town.
  - Continuing role of the Town with regard to public services - For a town of a modest size there are a number of large public sector managerial and administrative functions but it is acknowledged that these are the major catalyst to in-commuting.

- 5.12 Further work on this aspect concluded that “Winchester Town has significant potential for economic growth, particularly in higher value added and knowledge based activities, but that this currently being restrained by limited availability of suitable employment land and property, and restrictive planning polices”. Accordingly, the ‘development with a purpose’ approach ensures that not only is sufficient land identified to meet the housing requirements, but also land is allocated to ensure that the economy is allowed to diversify and build on its strengths. If the right type of jobs can be achieved so as to attract workers currently commuting out of the town, this development can provide a better balance between jobs and housing and help to reduce commuting levels.
- 5.13 A more detailed examination of the potential sites has been undertaken, taking account of the Economic and Employment Study’s conclusion that a knowledge-based business park at Bushfield Camp could be developed ‘as part of a mixed use development with housing and other facilities’. This has concluded that the site is constrained and not suitable for housing, but could accommodate a knowledge park of about 20 hectares. The Economic Study further highlighted that Barton Farm is ‘not ideal for a business park’ and that any business park should be located near to the A34 Three Maids Hill junction. This option has been rejected in view of its landscape impact and to avoid a further major extension of Winchester being opened up in this Plan period.
- 5.14 Bushfield Camp is therefore the preferred location for a knowledge park subject to further analysis to understand and address a number of constraints and uncertainties. Further studies will need to be undertaken to assess its development potential, transport implications, viability, and capacity of the area.

#### **Policy WT1 Strategy for Winchester Town**

**The vision for Winchester Town is to focus on providing a range of accommodation to meet the needs of the whole community and to ensure that the local economy builds on its existing and growing strengths in higher education, creative and media industries, and other knowledge-based activities, whilst respecting the town’s special heritage and setting.**

**This vision will be achieved through the provision of :-**

- **Development and redevelopment of existing premises, sites with planning permission and other opportunities within the defined built-up area of Winchester.**
- **Plus development if required of a new neighbourhood to the north of Winchester at Barton Farm for 2000 homes, of which 40% will be affordable, and associated support facilities and services in accordance with the requirements of Policy WT2.**
- **Creation of additional employment space to support the expansion of the knowledge and creative industries through the specific provision of a ‘knowledge park’ (at Bushfield Camp), to the south west of the Town, in accordance with the requirements of Policy WT3.**
- **Retail provision to support Winchester’s role as a sub-regional shopping centre and for the existing and new communities**

- **Public open space and green infrastructure to ensure that the town retains its attractive green setting through a well defined urban edge with access to open space and adjoining countryside**
- **Implementation of the emerging Winchester Access Plan and the Winchester Air Quality Management Plan to ensure that transport provision and access to and within the town provides opportunities for sustainable transport provision.**
- **The town centre is the preferred location for new retail development and other forms of development that attract a lot of people such as leisure, culture and tourism, in addition to a wider range of economic opportunities promoting and supporting the knowledge and cultural industries and to reduce commuting.**
- **All new development will be required to be of the highest design quality in terms of both architecture and landscape and fully consider and respect the context of its surroundings to reflect local character, density and appearance, by making a positive contribution to the quality of the area.**

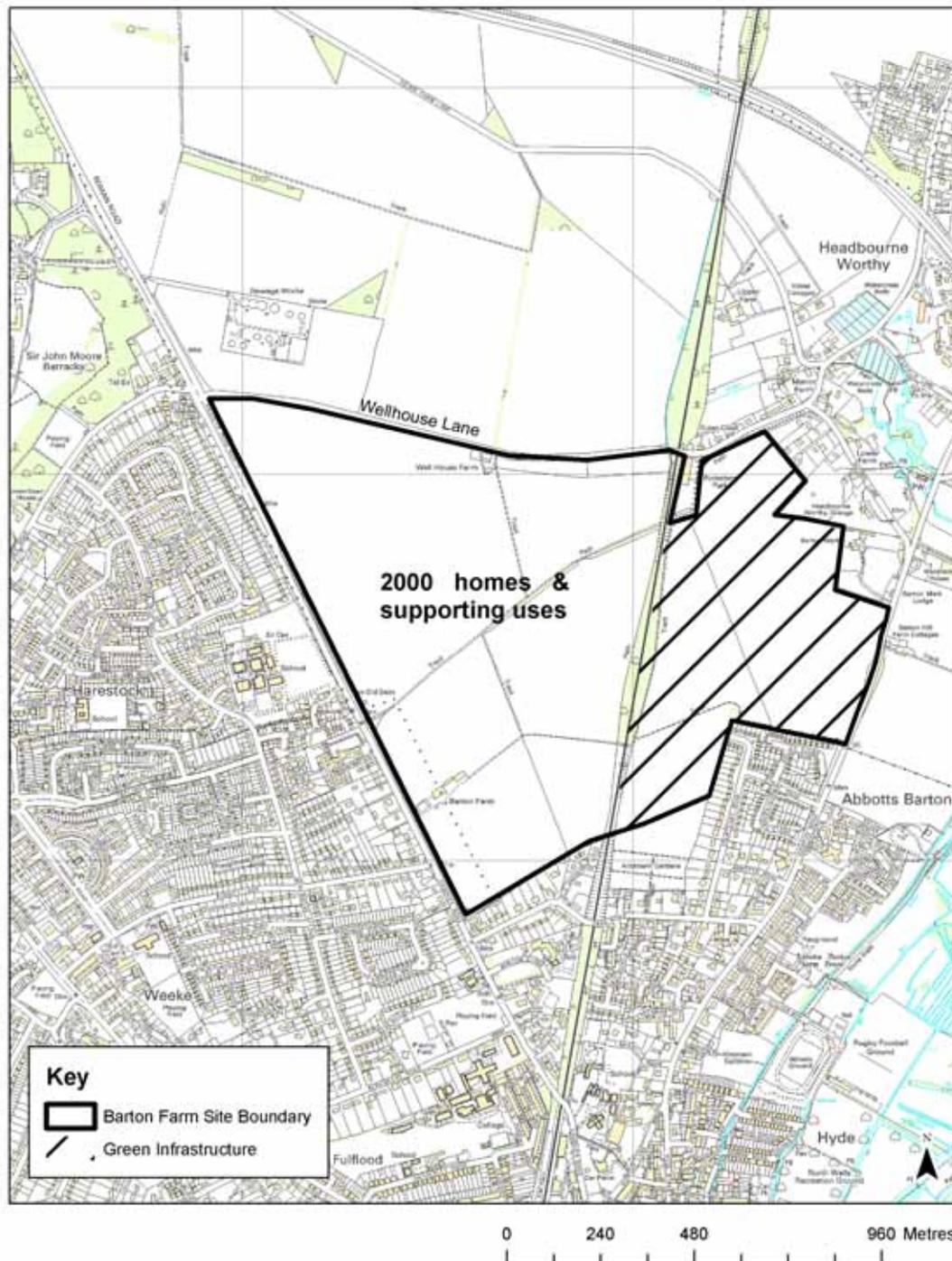
**Policy WT2 Strategic Housing Allocation – Barton Farm**

**Land at Barton Farm, Winchester (to the east of Andover Road and south of Well House Lane as shown on the attached plan) is allocated for the development of 2,000 dwellings together with supporting uses. This allocation will only be released when monitoring shows it is needed to meet the requirements of the South East Plan. Any development must accord with Policy SS2 in addition to the following site-specific requirements:**

- **The creation of a distinctive, well integrated neighbourhood of Winchester Town which meets the needs of all sectors of the community, including families, the young and older people to ensure equality and social cohesion;**
- **Provision of a new local centre, with a range of shopping facilities to meet locally-generated needs, small-scale employment uses, pre-school facilities, primary education, and serious consideration of the potential to relocate Henry Beaufort secondary school;**
- **Improved accessibility to the town centre and the railway station by sustainable transport systems to reduce the need to travel by car, including public transport provision and enhancement, footpaths, cycleways, bridleways, and green corridors. Include/fund measures to mitigate the traffic impacts of the proposed development on the strategic and local road networks**
- **Provision of land to the east of the railway line to help meet requirements for green infrastructure, which must be accessible for all. This may include recreational space and land to mitigate environmental impacts, where this cannot be provided within the development.**
- **Avoid harmful impacts on water quality, given the proximity of the site to the River Itchen which is designated under European legislation for its nature conservation interest;**

- **Protection and enhancement of landscaping and mature trees along the ridge, Well House Lane, Andover Road and the area to the east of the railway line, along with provision of major new planting, especially to soften the impact of development in views from the north.**

WT2: Strategic Allocation - Barton Farm



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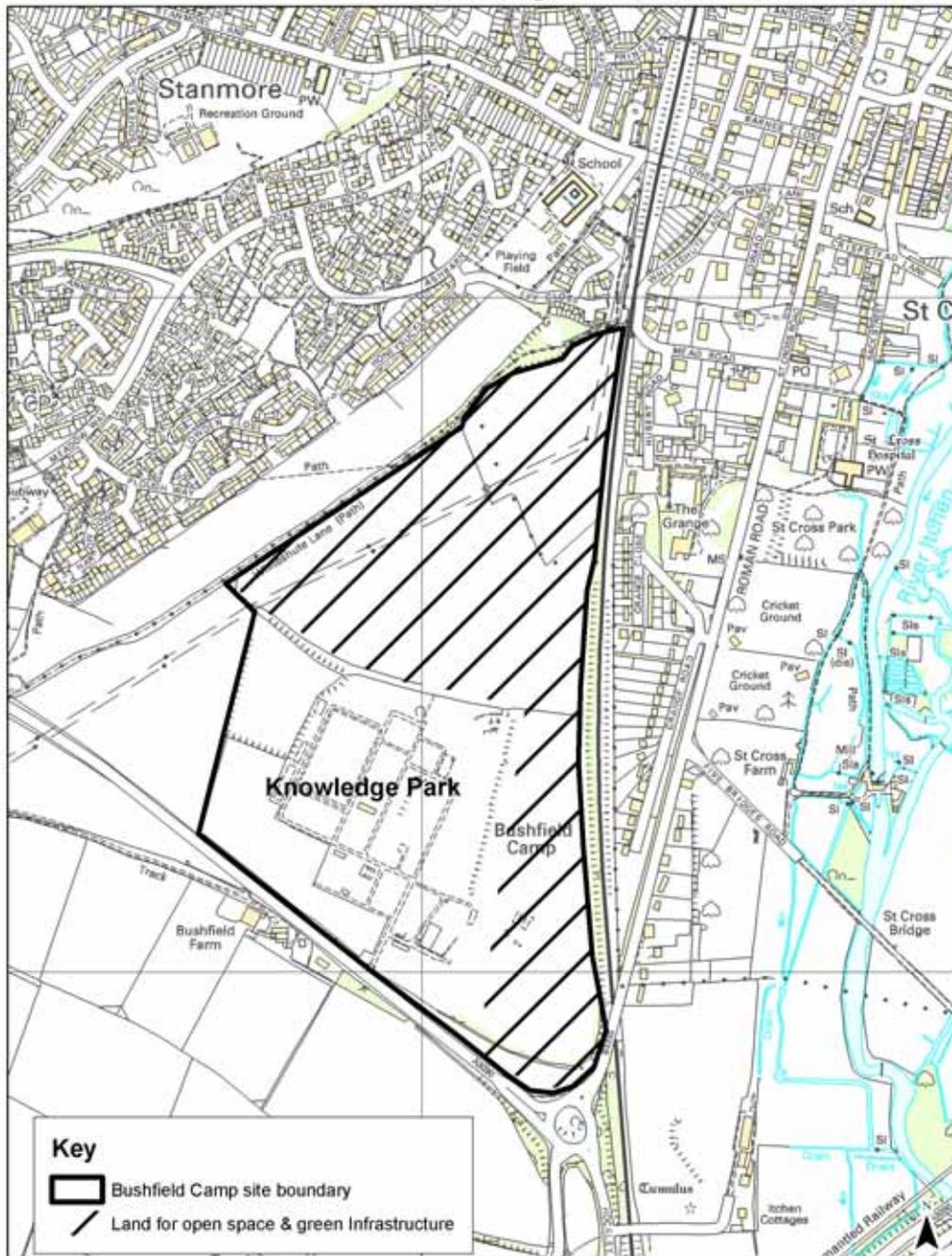
**Policy WT3 Strategic Employment Allocation – Bushfield Camp**

**Approximately 20 hectares of land at Bushfield Camp which has been previously occupied, see Plan below, will be allocated as a ‘knowledge park’, subject to further studies of its suitability and viability. Proposals will be required to accord with Policy SS2 and to ensure that the remainder of the site (approx 23 hectares) is made available and laid out for public use in perpetuity.**

5.15 There will be further assessment before the allocation of this site can be confirmed, to consider in particular:-

- The transport implications, bearing in mind the need to minimise private car use and explore sustainable transport opportunities provided by the location of the site which is close to the park and ride site; a Sustrans route and other rights of way, providing opportunities to access the site without reliance on the private car.
- A full assessment will be required of the impact on habitats and biodiversity both locally and the ‘in-combination’ effects of the development on nearby sites of national and international importance. The development proposals must be accompanied by a full set of measures to mitigate the local and wider impacts of the development and to integrate it into the network of proposed green spaces and green infrastructure, to enhance local biodiversity.
- The effect of development on the site on the landscape setting of the town, the proposed South Downs National Park and the site itself and whether a high quality development maximising the use of sustainable construction techniques can be accommodated.
- Deliverability, taking account of likely market demand from suitable occupiers, compliance with the strategies of key partners (e.g. South East England Development Agency and PUSH), and viability, having regard to any measures which may be needed to resolve transport, biodiversity, landscape or other issues.

WT3: Strategic Allocation - Bushfield Camp



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## 6 **Spatial Strategy – South Hampshire Urban Areas**

### Background

- 6.1 The Partnership for Urban South Hampshire (PUSH) has developed a spatial vision for the South Hampshire sub-region which is incorporated into the South East Plan. The PUSH strategy aims to improve the sub-region's economic performance to at least match the regional average, with a target of achieving a Gross Value Added (GVA) of 3.5% per annum by 2026. This will involve an increase in jobs and productivity, requiring land for business development and house building.
- 6.2 South Hampshire has a dense and complex settlement pattern, and there are substantial areas of undeveloped land within the urbanised parts of the sub-region. Development up to 2016 will be focussed primarily on sites allocated in adopted Development Plans, on brownfield sites and on urban extensions. After 2016 this focus will continue, but the strategy also provides for major greenfield development concentrated in two 'Strategic Development Areas' (SDAs), to the north of Fareham and to the north/north-east of Hedge End. The Fareham SDA adjoins the Winchester District boundary and the Hedge End SDA may extend partly into the District.
- 6.3 In terms of housing provision the South East Plan requires the PUSH part of Winchester District to accommodate an increase of 6,740 dwellings, of which approximately 360 were completed by April 2008. The current Strategic Housing Land Availability Assessment (SHLAA) and other work suggests that large sites (including the West of Waterlooville Major Development Area, committed sites and SHLAA sites) will provide almost 2,500 dwellings, with small sites contributing approximately 470 dwellings. Development from all sources within settlements in the PUSH area over the whole plan period (to 2026) is therefore likely to contribute nearly 3,300 dwellings of the total South East Plan requirement of 6740. The 'shortfall' of about 3,450 dwellings will need to be made up by new greenfield allocations.

### What you've told us

- 6.4 The Issues and Options document consulted on several options for distributing new greenfield development, which involved either dispersing it amongst the smaller market towns in the south of the District, expanding the West of Waterlooville MDA, or concentrating development at Whiteley. Consultation on these options generated strong objections to major growth spread between Bishops Waltham, Wickham and Knowle, with much support for concentrating growth at Whiteley. Objections to major growth of Bishops Waltham, Wickham and Knowle raised matters such as: impact of development on the historic/market town character and setting of Bishops Waltham and Wickham; inadequate infrastructure and transport systems; lack of employment provision locally; and concern about the cumulative effect of development taking account of the SDAs proposed at Fareham and Hedge End. On the other hand, Whiteley and West of Waterlooville are already being developed and many people felt that further development here could be accommodated and, at Whiteley, would help to improve infrastructure and service provision.

- 6.5 Stakeholder workshops in Bishops Waltham and Wickham acknowledged that some growth would be desirable over the period of the Core Strategy, but that it should be focussed on meeting the needs of the settlements and their catchment areas, rather than accommodating regional growth requirements. This would also align more closely with the PUSH strategy, which is urban-centred and seeks to regenerate the cities of Southampton and Portsmouth and other urban areas. Much of urban South Hampshire lies to the south of the M27 motorway and has a different character to the rural settlements in Winchester District. These do not have a clear or direct relationship with the PUSH urban settlements, indicating that most of the southern part of Winchester District does not fall within the 'core' PUSH area, even though the South East Plan includes it within PUSH.
- 6.6 Nevertheless, the main urban areas in PUSH come very close to the Winchester District boundary and in some cases planned growth adjoins or extends into the District, such as in the case of the SDAs and at Whiteley and West of Waterlooville. The South East Plan's strategy for the PUSH area is that most growth should be located within or adjoining the main urban areas, whereas its policies for rural settlements suggest these should be the focus mainly for development to meet local needs.
- 6.7 The Issues and Options document also highlighted the requirements in the South East Plan for SDAs at Fareham and Hedge End. As the Hedge End SDA may extend partly into Winchester District, an Action Area Plan will be prepared jointly by the City Council and Eastleigh Borough Council. Comments were sought on various factors which will need to be considered in developing this document, although many of the comments received related to the principle of the SDA, which will be determined through the South East Plan.

Preferred approach

- 6.8 In line with the PUSH urban-centred strategy, the assessment of options and the public comments, the major greenfield development which is required within the PUSH part of the District will be focussed on the urban areas that fringe the District, at West of Waterlooville and Whiteley. These are defined as the 'South Hampshire urban areas' spatial area. This approach will also focus housing development on locations where there are already large existing and planned employment areas, supporting the economic growth objectives of PUSH.
- 6.9 As in the case of development around Winchester, there are significant benefits in allocating large sites for development rather than dispersing development on smaller sites. Developments of 2,000 dwellings or more will be of sufficient critical mass to meet most of their infrastructure needs, including educational and community facilities. Larger scale development can also support additional transport improvements, in order to make significant provision for public transport or improvements to the wider network. There is also better potential for renewable energy provision, district heating facilities and other measures to reduce the carbon footprint of development.
- 6.10 There are no significant benefits to allocating several smaller strategic housing areas. Allocations of fewer than 2000 dwellings will have difficulty in funding significant infrastructure or other provision and supporting on-site facilities and

services, including making adequate provision for primary education. Financial contributions alone are unlikely to be a suitable alternative to on-site provision.

- 6.11 Development to the north of Whiteley could help to secure important infrastructure and facilities and locate development close to major employment areas, but the presence of international biodiversity designations nearby is potentially a major constraint. The potential for further development to the West of Waterlooville has also been examined but development of the scale needed to meet all of the South East Plan's housing requirements here would itself encounter constraints. More particularly, it would result in the currently-planned West of Waterlooville Major Development Area (MDA) expanding to the scale of an SDA, an option that has already been rejected by the South East Plan. The deliverability of such a scale of development within the Plan period, in addition to the currently-planned MDA, is also questionable.
- 6.12 Accordingly the preferred approach is to bring forward the current reserve element of the West of Waterlooville MDA (1,000 dwellings) as well as a major northern extension of Whiteley (up to 3,000 dwellings, depending on further impact studies).
- 6.13 The South East Plan also requires SDAs north of Fareham and north/north-east of Hedge End. Both SDAs are centred within adjoining Districts – the Fareham SDA is within Fareham Borough and the Hedge End SDA will be mainly within Eastleigh Borough but may extend partly into Winchester District. Therefore the City Council's Core Strategy needs to establish policies for the SDAs, insofar as they affect the District. Area Action Plans will be developed for both SDAs to establish more detailed masterplans and development requirements.
- 6.14 The Council is also aware of a strategic site at Woodcroft Farm which is emerging in the Havant Borough Core Strategy. While the bulk of this development is in the Havant District, there may be potential for some development in Winchester District and some in East Hampshire. The Council will therefore work closely with adjoining Councils to prepare a robust planning framework for this area.

#### Preferred policy

- 6.15 The preferred option therefore seeks to meet the major housing requirements for the PUSH part of the District primarily through strategic allocations to the West of Waterlooville and at Whiteley. The SDAs centred within adjoining Districts will also be planned for. The development at Whiteley would have the benefit of enabling better infrastructure provision, with the necessary social and physical infrastructure, a good balance of housing and employment, and being able better to mitigate any adverse environmental impacts. The MDA currently planned for the West of Waterlooville will be capable of providing much of the social and physical infrastructure required to support the 'reserve site'.
- 6.16 These locations are defined as the 'South Hampshire urban areas' spatial area. Although parts of the District further north are also within the defined PUSH area, these do not have a strong affinity with the main urban areas, nor the potential to provide for sub-regional growth in a more sustainable way. They are, therefore, included within the 'Market Towns and Rural Area' spatial area

where, like other rural parts of the District, the emphasis is on meeting the needs of the various settlements and the hinterland that they serve. The policies below relate only to the South Hampshire urban areas, as there is a separate spatial strategy for the Market Towns and Rural Area.

- 6.17 The South East Plan also sets requirements for the provision of commercial floorspace in the PUSH area, in line with the strategy of economic growth. There are separate requirements for the South West and South East parts of the PUSH area, with Winchester falling within the South East sub-division. PUSH has agreed an Employment Floorspace Policy Framework which allocates floorspace targets at a District level. This seeks the following provision within the Winchester District part of PUSH.

Floorspace target (sq. metres)	2006-2011	2011-2016	2016-2021	2021-2026	Total
B1 Offices	85,000	21,500	20,000	19,500	146,000
B2	2,500	2,000	500	500	5,500
B8	15,500	14,500	9,000	9,000	48,000
Total	103,000	38,000	29,500	29,000	199,500

- 6.18 Existing permitted and allocated sites will provide the land needed to deliver this floorspace, and are concentrated particularly at Whiteley, Segensworth and West of Waterlooville. Studies undertaken to inform the floorspace targets highlight the importance of the logistics sector for the PUSH area, partly reflecting the proximity of the ports. The target figure for warehousing and distribution therefore requires a small increase in the capacity of existing sites. This could be achieved by small allocations and/or a flexible approach to allowing warehousing and distribution uses on some land currently allocated for manufacturing. The location of employment land commitments supports the development strategy outlined above and means that there is no need for further new employment allocations for the South Hampshire urban areas. In addition there will be significant employment floorspace provided within the SDAs adjoining the District's boundary, which mitigates the need for any further employment allocations in the Winchester part of PUSH.

**Policy SH1 Strategy for South Hampshire Urban Areas**

**The vision for the South Hampshire urban areas is to develop a series of sustainable new neighbourhoods/communities to contribute towards meeting the PUSH strategy of improving economic performance by providing major economic and housing growth. There are a limited number of locations on the fringes of the PUSH urban area which provide sustainable opportunities for large-scale, high quality housing, economic development and associated uses.**

**This vision will be achieved through the provision of:-**

- **a new community to the West of Waterlooville consisting of 3,000 homes (500 in Havant Borough), of which 40% will be affordable, and associated employment provision, support facilities and services, in accordance with the requirements of Policy SH2.**
- **a new community to the North of Whiteley consisting of up to 3,000 homes, of which 40% will be affordable, which will support existing employment provision and provide new and expanded infrastructure, facilities and services, in accordance with the requirements of Policy SH3.**
- **Peripheral development and infrastructure associated with two Strategic Development Areas (north of Fareham and north/north-east of Hedge End) which are centred within adjoining Boroughs, in accordance with the requirements of Policies SH4 and SH5.**
- **Commercial floorspace at Whiteley, Segensworth and West of Waterlooville (mostly already committed), which will contribute to achieving the economic strategy for the PUSH area and help to provide balanced new communities nearby.**
- **Protection of important natural assets, particularly habitats of national and international importance, and open areas which are important in defining the urban structure of the area.**

6.19 Planning permission has now been granted for a Major Development Area of 2,000 dwellings to the West of Waterlooville (1,500 in Winchester District and 500 in Havant Borough). Provision also exists for a 'reserve' site to be developed, which will accommodate 1,000 dwellings. The reserve area is within Winchester District and the Core Strategy allocates both the original MDA and the reserve area as a strategic allocation of 3,000 dwellings. This is consistent with the emerging Havant Borough Core Strategy, which also confirms the allocation of the MDA.

#### **Policy SH2 Strategic Housing Allocation – West of Waterlooville**

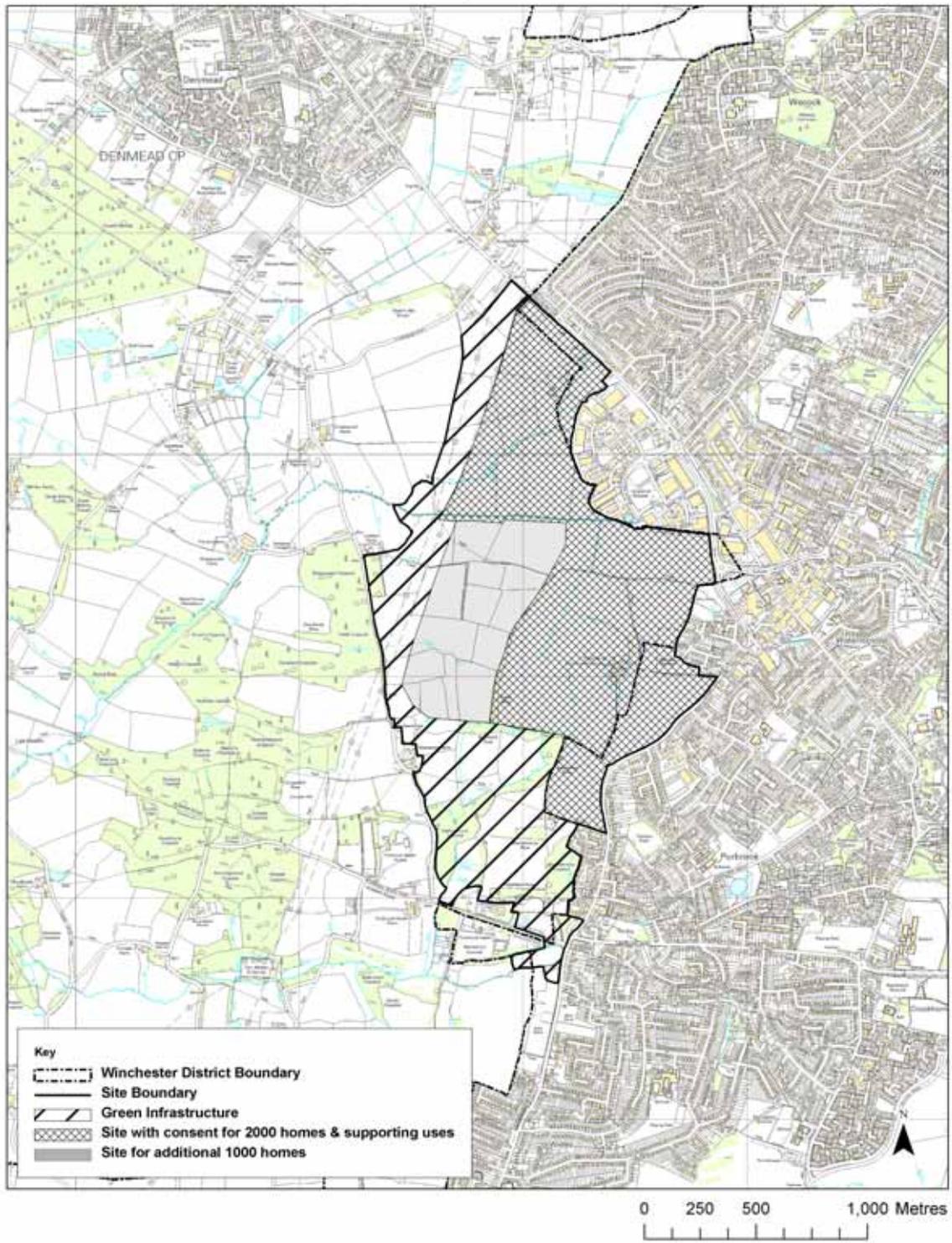
**Land to the West of Waterlooville (as shown on the following plan) is allocated for the development of a new neighbourhood of about 3,000 dwellings together with supporting uses.**

**The development should deliver the agreed vision for the West of Waterlooville major development area which aims to create a sustainable urban extension to Waterlooville, integrated with Waterlooville town centre and forming the fourth quadrant of the town. It must accord with Policy SS2 in addition to the following site-specific requirements:**

- **Be integrated with Waterlooville town centre including measures to enable good pedestrian and cycle access across Maurepas Way.**
- **Retail provision within the development should be within a modest local centre which is subservient to Waterlooville town centre;**

- **Provide at least 30 hectares of employment land, including uses which will help link the development to the town centre, create a vibrant commercial area and include some mixed housing/ commercial areas;**
- **Provides a new access road through the development between the A3/Ladybridge Road roundabout and the A3/Maurepas Way roundabout with public transport provision and other measures to reduce traffic generation. The development should fund any off-site transport improvements necessary to achieve this and to accommodate traffic likely to be generated by the development;**
- **Provide two primary schools and contributions to off-site improvements to secondary education to accommodate the development, along with other physical and social infrastructure.**

SH2: Strategic Allocation - West of Waterlooville

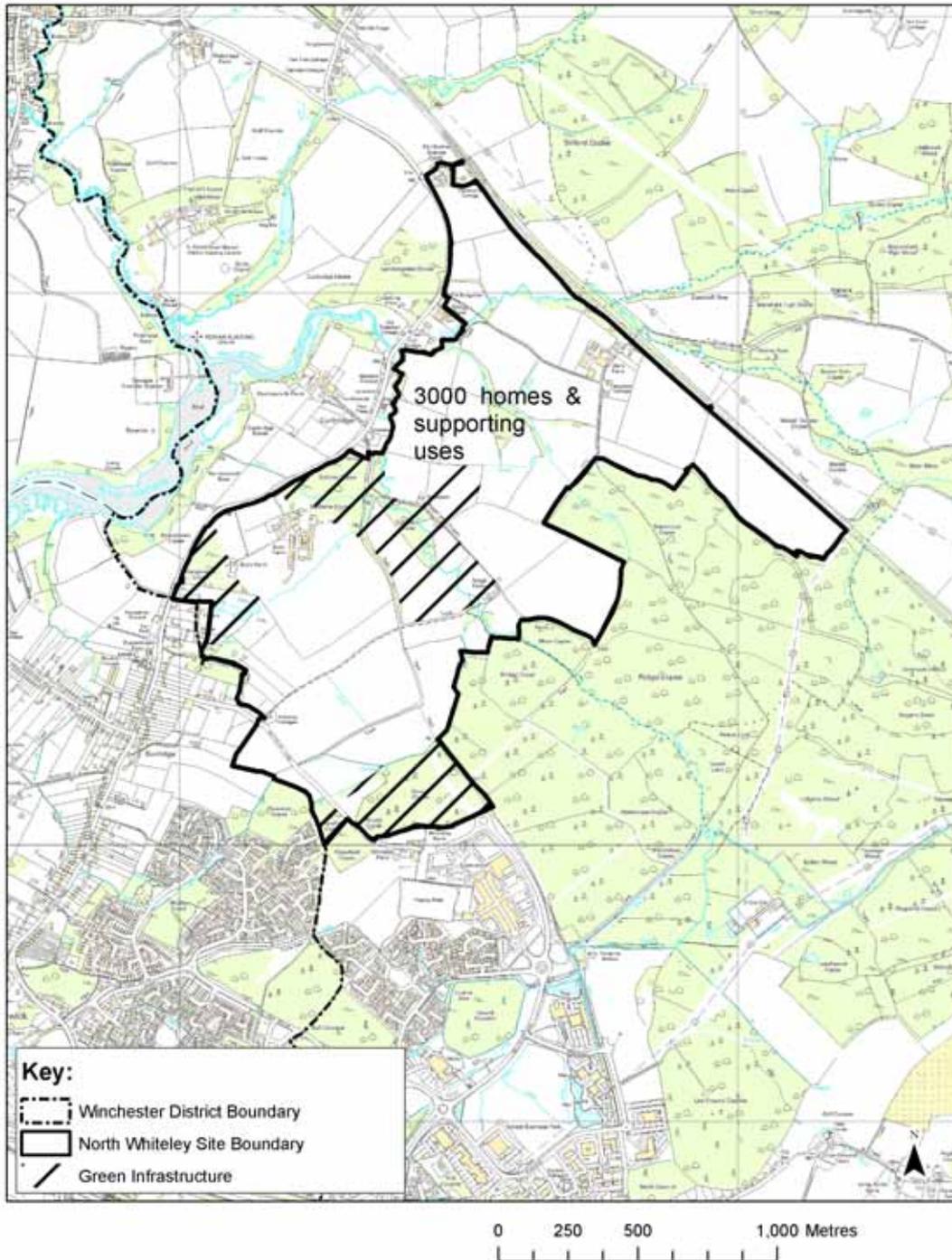


**Policy SH3 Strategic Housing Allocation – North Whiteley**

Land to the North of Whiteley (as shown on the following plan) is allocated for the development of a new neighbourhood of up to 3,000 dwellings together with supporting uses. The development should be designed as an extension to Whiteley, reflecting its wooded character and setting and taking advantage of facilities in the nearby town centre and major employment at the Solent Business Parks. It must accord with Policy SS2 in addition to the following site-specific requirements:

- **Protect and enhance the various environmentally sensitive areas within and around the site, avoiding harmful effects or providing mitigation as necessary. These assets, particularly the existing woodlands, should be used to create an attractive neighbourhood with a distinctive sylvan character, improve biodiversity, provide recreational facilities for the area, and be managed as a source of renewable energy (woodfuel);**
- **Provide two additional primary schools and a secondary school to accommodate the development, along with other physical and social infrastructure;**
- **Provide a comprehensive assessment of existing access difficulties affecting Whiteley and agree proposed solutions, prior to planning permission being granted, and incorporate specific proposals to ensure that these are implemented at an early stage of the development;**
- **Complete Whiteley Way at an early stage of development, in an environmentally sensitive manner which does not cause undue severance for the new community or encourage traffic from adjoining areas to use the new route to gain access to the strategic road network.**
- **Provide measures to ensure that smarter transport choices are made to achieve a modal shift which minimises car usage, manages the impact of private cars on the highways network, and implements measures necessary to accommodate additional traffic. These should improve Whiteley's level of self containment and make a significant contribution towards reducing commuting levels;**
- **Undertake a full assessment of the impact on habitats and biodiversity (especially those of national and international importance such as the River Hamble and the Solent) of development both locally and in combination with other nearby sites. The development proposals must be accompanied by measures to avoid harmful impacts and mitigate the local and wider impacts of the development.**

SH3: Strategic Allocation - North Whiteley



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### **Strategic Development Area; North/North East of Hedge End**

- 6.20 Policy SH.2 of the South East Plan identifies two Strategic Development Areas (SDAs), one of which is to be located to the north and north-east of Hedge End, comprising up to 6,000 new homes. The Hedge End SDA will be focused towards the City of Southampton and help deliver the strategic growth required in the South Hampshire sub-region.
- 6.21 The precise form and location of the SDAs will be established in Development Plan Documents. Their impact will be assessed in relation to their effect on surrounding districts and their sustainability, including their landscape impact.
- 6.22 In order to bring forward the SDAs in the required timescale the South East Plan requires the Local Planning Authorities to prepare Development Plan Documents (DPDs) supported by Area Action Plans or Supplementary Planning Documents. A Supplementary Planning Document will be prepared jointly for the Hedge End SDA by Winchester and Eastleigh Councils, to supplement each Authority's relevant DPD.
- 6.23 Further studies are required before the feasibility of the SDA can be firmly established and the necessary DPDs completed. The most important issues that need resolving are access to the strategic road network and the sustainable transport links to Southampton. Further work is required to establish the economic development role of the SDA, together with full assessments of the potential environmental impacts, including a detailed Flood Risk assessment, a phase 1 Habitats Regulations Assessment, and an Appropriate Assessment. Landscape sensitivity will also need to be tested in more detail. This work will be completed as part of the process of preparing each authority's relevant DPD, which will also delineate a definitive development area.
- 6.24 The SDA is centred within Eastleigh Borough and will need to follow a series of 'critical success factors' as set out in the South East Plan. These refer to the importance of public transport connections, including accessibility to Hedge End Station, the identity of existing settlements and the protection of landscape quality. Initial work has identified the greater landscape sensitivity of land within Winchester District, its remoteness from Hedge End Station and the proximity of the existing settlements of Durley and Curdrige. This suggests that the SDA should be developed around Hedge End Station, to the north of Hedge End, and that it should only extend into Winchester District if this is necessary to meet the required number of dwellings.
- 6.25 Land within Winchester District is sensitive in terms of landscape and biodiversity, while land within Eastleigh Borough appears more suitable for development and less sensitive. Therefore, at this stage, this suggests that any land in Winchester should be used for green infrastructure and gaps. This may include recreational space and land to mitigate environmental impact

**Policy SH4 North/North-East Hedge End SDA**

**The City Council notes it is required by the South East Plan to co-operate with Eastleigh Borough Council in undertaking studies into the feasibility of a Strategic Development Area of up to 6,000 dwellings to the north / north-east of Hedge End.**

**The City Council will require that those feasibility studies take full account of the significant constraints on any development in that part of the Winchester District adjacent to the proposed SDA, due to the sensitivity of the natural landscape and environment and the importance of a long-term open gap to protect the separate identity of the existing settlements of Durley and Curdridge.**

**Strategic Development Area; North of Fareham**

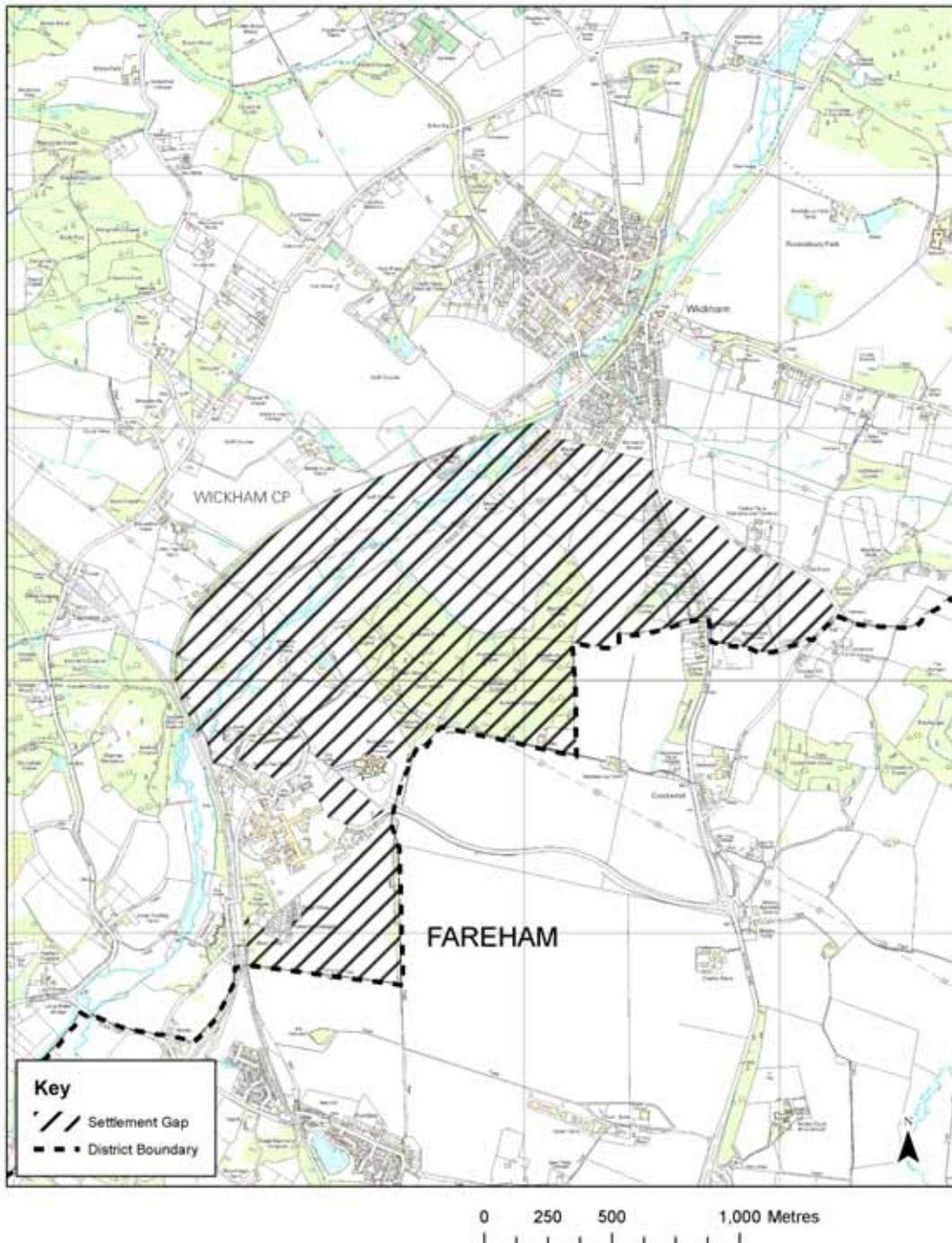
- 6.26 The second SDA proposed by the South East Plan (Policy SH.2) is to be located to the north of Fareham, comprising up to 10,000 new homes. This SDA will be focused towards the City of Portsmouth and help deliver the strategic growth required in the South Hampshire sub-region. The South East Plan indicates that this SDA will be located within Fareham Borough and the Area Action Plan proposed by Fareham Borough Council for this SDA is not expected to propose any built development within Winchester District. Fareham Borough Council will undertake various studies to produce the Area Action Plan and the City Council will be closely involved.
- 6.27 Although none of the built element of the SDA will be within Winchester District, the SDA is a strategic issue which the Winchester Core Strategy needs to address. The South East Plan requires that the SDA does not coalesce with Wickham or Knowle, so it is necessary for the Core Strategy to define the general extent of open land which should be retained as a gap between the SDA and these settlements. It may be possible to accommodate limited open space, green infrastructure or mitigation for land lost to development within this land, but the overriding requirement is to retain its open rural nature. The uses and management of the area should, so far as possible, help to secure an effective, viable and long-term gap between the SDA and the separate settlements of Knowle and Wickham.
- 6.28 Although the Area Action Plan for the SDA will only cover land within Fareham Borough, the City Council will work with the Borough Council to plan for and deliver the SDA, particularly elements that affect the open land within Winchester District. Policy SH5 below sets out the planning framework for this area and there may be a need for a Supplementary Planning Document for this area in the future.

**Policy SH5 North Fareham SDA**

**The City Council will work with Fareham Borough Council to help develop a Strategic Development Area of up to 10,000 dwellings together with supporting uses, centred immediately to the north of Fareham. Land**

within Winchester District (as shown on the plan below) will form part of the open areas required by the South East Plan, to ensure separation between the SDA and the existing settlements of Knowle and Wickham by defining long-term open gaps.

SH5: North Fareham SDA



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## 7 **Spatial Strategy - Market Towns and Rural Area**

### Background

- 7.1 There are over fifty settlements within the rural part of Winchester District varying from self-sufficient market towns of a few thousand population, to small hamlets of a few dwellings originally serving the agricultural industry. A large part of the rural area lies within the proposed South Downs National Park (see Policy CP9), and the attractiveness of the countryside has been influential on how places have evolved and now function.
- 7.2 Government guidance aims to ensure that communities are and remain sustainable. In rural areas most new development should be focused in or near local service centres, with some limited development in rural settlements to meet local business and community needs and to maintain the vitality of these communities. Significant development should not be directed to settlements which are remote from, or with poor public transport links to, service centres.
- 7.3 Due to the extent of this spatial area of the District, its diversity and its sensitivity to change, it is necessary to consider the complexity of the land uses and connections between these in terms of how settlements function and the role they play in creating and maintaining sustainable communities.

### What you've told us

- 7.4 Consultation on the Issues and Options document revealed that residents use local services and facilities where possible. In the smaller settlements there are issues relating to the need for more affordable housing and local job opportunities as well as improvements to public transport services, walking and cycling routes. The Issues and Options paper proposed a settlement hierarchy comprising of key and local hubs (two categories of larger settlements which people look to for a range of services), with two options for the smaller settlements (either infilling/redevelopment within existing settlement boundaries or small scale growth within settlements with a certain level of facilities).
- 7.5 The majority of comments were concerned with the designation of specific settlements and the implications this would have for the level of development which would be encouraged. There was also a strong response against labelling settlements as it was felt that this can infer that certain settlements are being promoted for growth or visa versa. Many responses requested greater clarity as to the role and potential of the smaller settlements that are currently subject to policy H4 of the adopted Local Plan and the associated 'Implementation of Infilling' Supplementary Planning Document.

### Preferred Approach

- 7.6 Few alternative ways of categorising the settlements were suggested but a common theme of those which were received is the need to assess the existing character and capacity for future development of individual settlements in more detail. Discussions with stakeholders during autumn 2008 further highlighted a

wish for a different approach to the settlement hierarchy and the removal of the term 'hub'.

- 7.7 The preferred approach within the market towns and rural area is therefore to define a hierarchy which promotes development that serves local needs in the most sustainable and accessible locations, whilst respecting and improving the physical and community identity of settlements.
- 7.8 The Economic and Employment Land Study identifies the rural areas as providing the spatial focus for the land-based sector, having a large and growing trend for home-working, as well as with the potential to develop further the strong local visitor economy. Overall this part of the District accounts for over 30% of Winchester District's economy.
- 7.9 Whilst the land-based sector has undergone change through rationalisation and restructuring, this sector within the District remains relatively strong when compared to the rest of the South East, with opportunities to sustain initiatives linked to the production and processing of locally sourced food and drink products. The quality of the environment also contributes to its economic success and should not be overlooked.
- 7.10 There is a high incidence of home working which is increasing and is a growing feature of the rural economy. It offers a diversity of activities, in addition to providing a basis for more sustainable rural communities as more people of working age are at home during the day and therefore help to avoid settlements having just a dormitory role.
- 7.11 Retail provision varies across the spatial area and is strongly linked to the size of the settlement and its wider rural catchment. The Retail and Town Centre Study examined in detail the larger settlements in terms of their potential for retail growth. National and regional guidance on retail matters supports the concept of service centres, whereby market towns and other centres of a similar size, role and function should be recognised as important service centres providing a range of facilities and services for extensive rural catchment areas. The findings of this report and its recommended hierarchy of retail centres across the District has been taken into account in determining the settlement hierarchy for the Market Towns and Rural Area.
- 7.12 National and regional guidance refers to the need for development to be sustainable and, in particular, advises that new development should be focused in towns to maximise accessibility to facilities and services by means other than by the car. In the more rural areas, the advice states that most new development should be focused in or near local service centres, with some limited development in other rural settlements to meet local business and community needs and to maintain the vitality of these communities.
- 7.13 The settlement hierarchy categorises the rural settlements across the District into a number of levels based on a range of criteria, including population, access to public transport, catchment areas and service provision. This includes not only shopping facilities but also health, education, other community uses, and employment opportunities.

- 7.14 The strategy seeks to ensure that where possible key services, (including post offices, primary schools and convenience stores) will be retained by ensuring that there is a resident population to support such services. This will help to ensure that the vitality of the smaller communities is maintained.

**Policy MTRA 1 Strategy for the Market Towns and Rural Area**

**The vision for the market towns and rural area is to provide for development that serves local needs in the most accessible and sustainable locations to maintain the vitality and viability of existing communities.**

**This vision will be achieved by:**

- **Providing housing, including affordable housing, of a scale appropriate to the level of the settlement;**
- **Supporting rural transport initiatives that improve accessibility including the retention and improvement of public transport services;**
- **Promotion of appropriate economic activity, including retail and tourism, where this is consistent with the location, scale and nature of the settlement;**
- **Provision and retention of accessible public open space and green infrastructure;**
- **Supporting the retention and improvement of local services and facilities to support local communities.**

- 7.15 A settlement hierarchy has been developed which will be used in determining the scale of development appropriate to a particular location within the market towns and rural area.

**Policy MTRA 2 Market Towns and Rural Area Settlement Hierarchy**

**The City Council wishes to see settlements within the Market Towns and Rural Area retained and allowed to evolve and grow in a way that is commensurate with their size, character and the level of services and facilities provided. The following strategies are proposed for each level of the hierarchy:-**

***Level 1 ; Bishops Waltham, New Alresford***

**Development Strategy = New development will be accommodated through infilling, redevelopment and greenfield release(s) for housing (including 40% affordable housing) of about 500 new dwellings in each settlement (averaging 25 dwellings per annum). A corresponding level of economic growth will also be supported and there may be scope to relocate existing employment sites. Modest greenfield releases may be appropriate where they would achieve this and broaden the economic base of these settlements to provide a greater range of employment opportunities for local people. Facilities and services should be retained and improved to serve the settlements and their catchment areas.**

**Level 2 : Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase, Wickham**

**Development Strategy = New development will be accommodated through infilling, redevelopment and greenfield release(s) for housing (including 40% affordable housing) for about 300 new dwellings in each settlement (averaging 15 dwellings per annum). A corresponding level of economic growth will also be supported which could include a small greenfield release where this would help improve the balance between jobs and working residents and provide a greater range of employment opportunities for local people.**

**Level 3 : Bramdean, Cheriton, Curdrige, Droxford, Durley, Hambledon, Headbourne Worthy, Hursley, Itchen Abbas, Knowle, Littleton, Lower Upham, Corhampton/Meonstoke, Micheldever, Micheldever Station, North Boarhunt, Otterbourne, Shedfield, South Wonston, Southwick, Sparsholt, Sutton Scotney, Twyford, West Meon**

**Development Strategy = Limited new development for housing and/or employment purposes will be accommodated through infilling and redevelopment within existing settlement boundaries and built-up areas (including 40% affordable housing).**

**Level 4 : Bighton, Bishops Sutton, Compton Down, Compton Street, Crawley, Curbridge, Durley Street, East Stratton, Easton, Itchen Stoke, New Cheriton/Hinton Marsh, Newtown, Old Alesford, Otterbourne Hill, Owslebury, Shawford, Shirrell Heath, Soberton, Soberton Heath, Southdown, Tichborne, Upham, Warnford, Wonston, Woodmancott**

**Development Strategy = New development will be limited to small scale 'Local Connections Homes' (see Policy CP20) only with 'enabling' market housing permitted where necessary (no more than 20%) to meet demonstrable local needs.**

How is this going to be achieved?

- 7.16 The housing levels above are based upon an assessment of the capacity of the individual settlements (Strategic Housing Land Availability Assessment), together with the number of units which have been completed since 2006 or already have planning permission. The proposed scales of development are similar to those experienced over recent years.
- 7.17 The housing requirement will therefore be delivered primarily through a combination of infilling and redevelopment on brownfield sites. In the Level 1 and Level 2 settlements there may be a need to allocate additional land for housing, economic development or other needs. The need for any greenfield releases in these settlements, and their precise scale and location, will be determined through the Development Management and Allocations DPD, taking account of land availability and development needs at the time. It is not expected that there will be a need to amend the existing boundaries of settlements within Levels 3 and 4, although Policy CP20 does provide for the allocation of sites for Local Connection Homes.

### **The Wider Countryside**

- 7.18 Settlements not named in the above hierarchy are therefore considered to be within the wider countryside, together with many isolated dwellings. In this area all development will be strictly limited to that which has an essential need to be located in the countryside. This may include development which is necessary for agricultural, horticultural or forestry purposes, and certain types of open recreational uses which require a countryside location.

#### **Policy MTRA 3 The Wider Countryside**

**In the countryside, outside the built-up areas of the urban areas and Level 1-4 settlements, the City Council will only support proposals for development which has an operational need for a countryside location, or reuses existing rural buildings (see Policy MTRA 4).**

- 7.19 There are a number of existing rural buildings within the countryside of the District, some of which are no longer in use for various reasons. These structures are often an accepted part of the landscape and, in accordance with national and regional guidance, it is considered appropriate to provide for them to be used productively.

#### **Policy MTRA 4 Re-use of Rural Buildings**

**The City Council will support the conversion of suitable rural buildings to employment use, community use or 'Local Connections Homes' to meet demonstrable local needs. The buildings should be of permanent construction and capable of use without major reconstruction and proposed uses should be capable of being accommodated without harm to the character of the area or neighbouring uses, or inappropriate traffic generation.**



## 8 **Core Policies**

- 8.1 The following sections of the Core Strategy set out a series of District-wide policies grouped under the Sustainable Community Strategy themes. Many of these policies cut across more sections than the one they feature within and should therefore not be read in isolation but in conjunction with others. Policies in this section apply to all the spatial areas in the previous section.

## 9 **Health and Well Being**

- 9.1 The Sustainable Community Strategy's aim for this outcome is to improve the health and well-being of residents in the District by stimulating action to reduce health inequalities. It seeks to address the wider social, environmental and economic influences on well-being and align resources to address agreed priorities.
- 9.2 Whilst the term health is specifically defined as "*a complete state of physical, mental and social well-being and not merely the absence of disease or infirmity*" (World Health Organisation), well-being is less easily defined. In general it is accepted that community well-being is a combination of relevant organisations working together towards an inclusive community where people feel safe, enjoy the best possible health and take part in a range of sport, leisure, cultural and social activities. In addition Hampshire PCT's "Healthy Horizons" strategy published in 2007 identifies five priorities for health and health care needs in Hampshire over the next few years. Whilst focussed on health care provision, the strategy specifically refers to 'helping people make healthier lifestyle choices'. This relates to the range of opportunities for physical activity and therefore has a strong link with the health and well being outcome of the SCS.
- 9.3 The Hampshire Children and Young People's Plan together with the Winchester District Children and Young People's Partnership Plan identify sport and leisure provision as a key aspect to reducing childhood obesity and to encourage them to develop their full potential by having access to leisure, play and cultural opportunities.
- 9.4 The following section therefore covers the recreational elements of this outcome which also relates to the aims of the Hampshire PCT Strategy and the Children and Young People's Partnership Plan, through the provision of facilities to ensure that a range exists to serve all the residents of the District. Whilst natural greenspace is covered by the proposed policy this forms an element of 'green infrastructure' and should therefore be read in conjunction with policies set out under the High Quality Environment theme.

### **Leisure, Sport and Recreation**

- 9.5 The District contains a wide range of different types of open space and built sports facilities, and Government guidance emphasises the importance of access to these facilities in underpinning people's quality of life. Their provision is also one of the means of achieving several of the important outcomes of the SCS, particularly health and well-being. The District's "Open Space, Sport and Recreation Study" (the PPG 17 Study) provides the detailed background to this

section and recommends new local standards of provision for both open space (including greenspace) and built facilities. These standards establish minimum amounts of space and the desired distance for accessing a wider range of recreation facilities than those in the adopted Local Plan.

- 9.6 Over the next 20 years, improvements in provision will be required to meet the needs of new development and these should be designed to achieve adequate, good quality facilities for all in the most accessible locations. Social infrastructure includes open spaces, parks, play space, sports centres and community facilities, as defined within the South East Plan which includes a number of policies that require these matters to be addressed at a local level. There is particular reference to increased participation in sustainable sport, recreation and cultural activity, including facilities that can be accessed by the elderly. The importance of the provision and management of multi-functional green infrastructure is also emphasised at all spatial scales, particularly for areas adjacent to growth areas and sites of international ecological importance.
- 9.7 The City Council plays an active role in promoting sport and informal recreational opportunities, through a number of strategies prepared in partnership through the SCS. The Sport and Physical Activity Strategy aims to increase the number of people who are physically active; increase the number of sports coaches, officials and volunteers and improve access to high quality sport and recreation activities. In addition, there is also a Play Strategy which concentrates on providing a framework for the development of informal play opportunities and services across the District. This focuses on provision for children and young people and has been prepared by the Winchester District Children and Young People Partnership. These and other related strategies are important in understanding the complexity of the concept of health and well-being. The Core Strategy concentrates on those matters that can be influenced through the spatial planning system.
- 9.8 Furthermore, green infrastructure is particularly important for Winchester District given the amount of new development to be accommodated, a significant proportion of which will be on greenfield sites. In addition, the presence of two Strategic Development Areas either on/within the southern edge of the District will place pressure on the open land within this part of the District. This land needs to be well managed to ensure that it serves a range of purposes, without compromising its prime purpose such as supporting biodiversity or the local economy in terms of land based industries and tourism.

What you've told us

- 9.9 Open space is valued by many and the comments received on the Issues and Options document reflect the desire to retain existing open space and built facilities, and to improve these to meet the needs of a growing population of all ages and mobility. There was concern over the lack of facilities for young people, allotments and some indoor provision, and the need to extend the Council's Open Space Funding System to cover a wider range of provision including greenspace. Further comments related to the need to maintain and protect the edge of settlements and improve access to the countryside.

Preferred approach

- 9.10 The options presented by the Issues and Options document considered either continuing the current approach based on providing a limited range of types of open space, or extending it to cover a wider range of open space types and also built recreation facilities. No real alternatives to these options have come forward during the public consultation, although the following suggestions were made:

- allowing communities to designate their own proportions of open space
- preparing local, district and sub-regional strategies to guide provision
- awaiting the possible introduction of a Community Infrastructure Levy (CIL) before reviewing the current approach

- 9.11 None of these suggested alternatives would be realistic approaches, either because they would not be capable of being justified through the LDF process, or they would require appropriate standards to be set to make judgments in the first instance. In addition, work has to be progressed in advance of the possible introduction of a CIL, to enable the need for open space and recreation facilities to be assessed against the need for other types of infrastructure, required in association with new development.

- 9.12 An approach based on the application of standards would therefore provide the most appropriate means of making provision for open space and built recreation facilities, and the PPG 17 Study proposes new local standards for both types of facility. These are based on a detailed audit and assessment in consultation with a range of stakeholders including organisations such as Sport England and local sports clubs, and therefore form the basis for future provision in the District. The recommended open space standard represents an extension of the current open space standard from 2.8 ha. per 1000 population to 4 ha. per 1000 population, to include a wider range of locally significant types of open space, including natural greenspace (which forms an element of green infrastructure) and allotments.

- 9.13 The recommended built facility standard is a new standard covering the types of built sport and recreation facilities found in the District. The results of the Sustainability Appraisal concluded that a revised open space standard, incorporating green infrastructure provision, together with a new built facilities standard, would better progress sustainable development objectives than one based on the existing approach.

- 9.14 The PPG 17 Study's recommended standards are set out below, the full report can be viewed on the Council's website:-

**Table 1 : Open space standards** (quantity and access)  
(see glossary for definitions of types of open space)

<b>Parks, Sports and Recreation Grounds</b>	<b>Natural Green Space</b>	<b>Informal Green Space</b>	<b>Equipped Children's and Young People's Space</b>	<b>Allotments</b>
1.5 ha./1000 (0.75 ha./1000 for outdoor sport)  Access: 650m	1.0ha./1000  Access: 400m	0.8 ha./1000  Access: 700m	0.5 ha./1000  Access: 480m Toddler and Junior 650m Youth	0.2 ha./1000  Access: 480m

**Table 2 : Built Facilities Standards** (quantity and access by walking or driving)

<b>Facility</b>	<b>Proposed standard per 1000</b>	<b>Proposed facility/population</b>	<b>Walking distance</b>	<b>Driving catchment</b>
<b>Sports halls</b>	54.5m <sup>2</sup>	1 per 11,000	20 minutes	15 minutes
<b>Swimming pools</b>	13m <sup>2</sup>	1 per 25,000	20 minutes	15 – 20 minutes
<b>Fitness gyms</b>	4 stations – 16m <sup>2</sup> gym space	1 station per 250	10 minutes	10 – 15 minutes
<b>Synthetic turf pitches</b>	330m <sup>2</sup> (.05 pitch)	1 per 20,000	20 – 30 minutes	20 – 30 minutes
<b>Outdoor tennis courts</b>	0.8 courts	2 per 2,500	20 minutes	15 – 20 minutes
<b>Indoor bowls</b>	0.05 rink	1 rink per 20,000	15 – 20 minutes	15 – 20 minutes

- 9.15 The standards will be used to determine the adequacy of existing provision for both open space and built facilities, and the need for improvements. They will also be used to establish a basis for the requirements for new development across the District.

- 9.16 The following policy is based on the policy approach recommended in the PPG 17 Study. It relies on seeking local improvements where deficiencies are identified in particular types of facility when measured against the new standards, with new facilities being provided to meet the needs of larger scale development or the cumulative needs of smaller scale development. To achieve the required improvements, it is important that all existing facilities are retained, and therefore all current open space areas and built sports facilities will need to be protected against development for other uses unless improvements can be achieved by relocating them.

### **Policy CP1: Open Space, Sport and Recreation**

**The City Council will seek improvements in the open space network and in built recreation facilities within the District, to achieve the type of provision, space required and levels of accessibility set out in the open space and built facilities standards. This will be achieved by new and improved provision, or improving public access to existing facilities and educational provision.**

**New housing development will be required to make provision for public open space and built facilities in accordance with the standards in Tables 1 and 2, preferably through on-site provision of new facilities where feasible or by financial contributions towards off-site improvements.**

**There will be a presumption against the loss of any open space, sports or recreation facility except where it can be demonstrated that alternative facilities are at least as accessible to current and potential new users, and at least equivalent in terms of size, usefulness, attractiveness and quality.**

How is this going to be achieved?

- 9.17 The City Council currently prepares annually an Open Space Strategy covering the whole of the District which specifies the amount and types of facility currently available, together with an assessment of levels of deficiency. The implementation of improvements that reflect identified deficiencies will require the preparation of more detailed guidance specifying the nature and location of the improvements required. This will need to be the subject of further work and will form a Supplementary Planning Document, which will replace the existing annually revised Open Space Strategy for the District.
- 9.18 However, improvements in open space and built sport facilities will form part of the wider infrastructure needs that developers will be expected to fund and the mechanism for achieving this is covered by Policy CP24 of this document. A local delivery plan is being prepared to support this plan, which will provide details on the levels of developers' contributions, the improvements they will be required to fund, and the timescale for provision. Improvements will then be delivered through the development management process. Until these are in place, and a new method of seeking contributions has been agreed, the current

Open Space Funding System will continue in operation, using the recreational space standard in the adopted Local Plan.

- 9.19 This approach is consistent with the Core Strategy's strategic objectives to provide the necessary facilities in the right place at the right time, and to maximise opportunities for sport, recreation and play to promote healthy lifestyles, which is also central to several of the themes of the SCS and the range of strategies prepared by partners.

## 10 **Safe and Strong Communities**

- 10.1 This SCS outcome focuses on matters relating to crime and anti-social behaviour within the District, together with ensuring that roads are safe.
- 10.2 The City Council has prepared in partnership a Community Safety Plan which identifies a number of targets to be addressed by the range of partners involved in the programme. The current version of the Plan concentrates on matters such as reducing the incidence of alcohol and drug related crime and disorder; reducing the incidence of criminal damage, anti-social behaviour and arson in public places and supporting the fire and rescue service to reduce serious road traffic injury and death.

### **Community Safety**

- 10.3 Hampshire Constabulary has produced detailed guidance on Community Safety which it quantifies as “a wide range of activity designed to reduce the likelihood of crime, disorder, anti-social behaviour, road casualties and fires which impact on people’s quality of life”. The guidance goes on to state that safe communities are a pre-requisite to achieving sustainable communities, by encouraging community cohesion and stability, resident wellbeing and overall vibrancy.
- 10.4 In terms of new developments these should follow the range of guidance that exists on this matter both from a national and local perspective such as the Secured By Design initiative and advice in planning policy guidance/statements and more locally the Winchester Community Safety Plan where possible.
- 10.5 Transport is a key element of creating safe and strong communities through ensuring the roads within the District are safe. There are many aspects to this which are examined in more detail below.

### **Transport**

#### **Background**

- 10.6 Proper consideration of transport issues across the District is key to delivering development which is acceptable and helps to address some of the current issues and deficiencies that exist.
- 10.7 Transport provision varies considerably across the District with relatively good accessibility in Winchester Town to very poor accessibility in some of the more remote rural areas. The main transport issues relate to road safety, accessibility, congestion and pollution. In Winchester Town the main issues relate to demand for space for vehicles and the pressures which commuters, particularly those travelling into the town, place on the current transport systems. In the rural parts of the District the main issues relate to road safety, usually in relation to the speed of traffic and the impact this has on residents and vulnerable road users, together with a heavy reliance on private cars as the primary means of transport to access essential services.

- 10.8 The biggest challenges in accommodating development will be in relation to ensuring the development generates as little new traffic movement as possible and providing the necessary infrastructure and access to services.
- 10.9 The Hampshire Local Transport Plan 2006-2011 sets out the transport requirements for Hampshire and specific areas and provides the context for the Core Strategy. It adopts a 'reduce – manage – invest' approach, which is also reflected within the PUSH area by Transport for South Hampshire, in accordance with the South East Plan:
- Reduce – journey numbers and length where this will not harm the economy or quality of life;
  - Manage – the existing transport networks effectively to make best use of existing capacity;
  - Invest – in additional capacity where necessary, with emphasis on public transport networks, especially for shorter journeys.

#### What you've told us

- 10.10 Various consultations have been undertaken on transport matters, through the front-loading for the Core Strategy, work on the Local Transport Plan, and the production of the Winchester Access Plan. These have raised a range of points which relate mainly to public transport provision, car parking provision in new developments, the deficiencies that exist on present transport networks, including motorways, and the need to improve conditions and facilities for vulnerable road users. The Issues and Options document consulted on two broad transport options, one which would maintain and improve existing policies and the second which promoted more radical changes. The clear majority of responses favoured the first option, with many people concerned that more radical approaches would penalise car users, especially in the rural areas where improved public transport was unlikely.
- 10.11 Several main highway links are acting at or near to capacity in peak times and therefore many people were concerned about the transport impacts of the various development options. The siting of new development has been considered very carefully and further work on transport was undertaken to inform the choice of strategic allocations. Mitigation measures will need to be deployed, including the provision of facilities within the developments to reduce the need to travel, the adoption of smarter choices such as travel plans, public transport schemes and improvements for pedestrians and cyclists, and the provision of new infrastructure.

#### Preferred approach

- 10.12 In order to address the transport issues which have emerged through the consultation process, a range of measures need to be deployed and development will be located and designed so that it can help to address some of the current deficiencies, whilst minimising new traffic generation. Reflecting the comments from the public and statutory consultees, the guidance from Government and regional policies, and the results of the Sustainability Appraisal, the overall strategy is to develop current policies, rather than introduce a radical change of approach. This will continue to promote non-car modes to help people make more environmentally sustainable transport

choices. However, there will be circumstances where more radical approaches will be needed, to accommodate the levels of development which are required and to address acknowledged capacity, safety or air-quality issues. These are most likely to be where substantial new development has to be accommodated, following the strategy of seeking to reduce travel demand and manage the existing network.

Preferred policy

**Policy CP2 Transport**

**The City Council will seek to minimise demands on the transport network, manage existing capacity efficiently and secure investment to make necessary improvements. Development should be located and designed to reduce the need to travel, the use of non-car modes should be encouraged through management and improvements to the existing network, and improvements to accommodate additional traffic should be undertaken (or funded) where necessary.**

- 10.13 The Council is promoting a development strategy which will accommodate much of the development requirement in large strategic allocations at Winchester, Whiteley and Waterlooville. This will ensure that development is of a sufficient scale to incorporate employment and facilities within the site and that it is located in the most sustainable locations, helping to reduce the need to travel. Similarly, the settlement hierarchy for the Market Towns and Rural Areas favours development in those settlements which have the greatest range of employment, facilities and population, and have a regular public transport service.
- 10.14 Developments will be required to utilise measures to reduce travel demand and car trips through travel plans, passenger transport schemes and facilities for cyclists and pedestrians. Where deficiencies in the transport infrastructure would be caused or exacerbated by development, it will be expected to address these either by undertaking specific improvements or, for smaller developments, providing funding to help tackle existing deficiencies in the area.
- 10.15 Developments should build upon existing transport networks and services and look to enhance these where possible. In the PUSH area developments should contribute to the approach being promoted to develop bus rapid transport schemes and should look to maximise the use of rail wherever possible. A combined, co-ordinated approach will also be needed in relation to the strategic road network in terms of the assessment of impacts, and future management and improvement.

How is this going to be achieved?

- 10.16 Safe and strong communities will be achieved through a package of measures linked with other outcomes and following advice and guidance produced nationally and more locally by the Council's partners. In terms of transport, emphasis will be placed on the 'reduce, manage and invest' strategy, including rebalancing in favour of non-car modes and supporting a sustainable pattern of development. This approach promotes better use of existing and planned

transport networks, improved accessibility, restraining parking provision for new sites and promoting travel planning. In the PUSH area the strategy and action plan being developed by Transport for South Hampshire will be a key factor in planning and designing developments and their transport facilities and infrastructure.

- 10.17 The work undertaken by transport consultants MVA for the City Council on assessing the development options will be continued to progress this thinking and draw up measures to ensure the strategic allocations are deliverable, particularly in relation to the strategic road networks and the need to reduce traffic pressures so far as possible before seeking to accommodate generated traffic.

## 11 **Economic Prosperity**

- 11.1 The economy and economic growth is one of the key issues facing the District over the next 20 years to ensure that it remains competitive and provides for the range of skills and technologies that exist whilst addressing the challenges of climate change. Coupled with this is the recognition that high levels of commuting exist within the District and that options need to be available to encourage residents to live and work locally.
- 11.2 One of the key objectives of the South East Plan is that “economic growth and competitiveness in the region will be sustained, with Gross Value Added (GVA) in the region increased by 3% over the period 2006-2026”, together with objectives to ensure a closer alignment between jobs and homes growth and the reduction in social and economic inequities.
- 11.3 The following policies aim to provide a framework for the necessary expansion and diversification of the economy across the District, in accordance with the emerging Economic Strategy (2009 -2019) being prepared by the City Council, which is the means by which the economic vision and plans will be turned into practical outcomes for local people and businesses.

*“Our vision for the local economy is of a dynamic and creative District, in which traditional assets and qualities underpin innovation and entrepreneurship for the long term benefit of all those who live, work and visit here.” (Draft Economic Strategy 2009 - 2019, Winchester City Council)*

### **Achieving Sustainable Economic Growth**

#### **Background**

- 11.4 Regional guidance recognises that a healthy, low-carbon economy is a key tool to achieving quality of life. The concept of SMART economic growth underpins the Regional Economic Strategy, which is “an economy and labour market built on creativity and innovation, with reduced demand for low skilled labour”. Its premise is much about the efficient uses of resources through using space and technologies more effectively whilst protecting and enhancing the environment.
- 11.5 Part of the Winchester District falls into the South Hampshire priority growth area, designated in the South East Plan. The sub-regional strategy is to increase GVA with a target of achieving GVA of 3.5% per annum by 2026. Winchester District’s role in the achievement of this aim will be mainly through the implementation of commercial floorspace commitments and the delivery and implementation of major development areas.
- 11.6 In Winchester, an extensive Economic and Employment Land Study has been undertaken which included consultation with business community representatives and agents acting for companies with a potential business interest in the District, and desk-top research to establish a comprehensive understanding of the key economic sectors that exist within the District and whether these are improving or declining.

## The Economy of the Winchester District

11.7 Economic prosperity is vital to a sustainable future for any community, as a healthy business sector provides jobs and stimulates secondary spending in the local area by employees. A dynamic and robust economy will weather recessions and changing consumer trends. Over the next twenty years, the District is likely to see rapid changes to its five key economic sectors as identified by the Economic and Employment Land Study:-

- Administration/Services: increasing use of technology and a trend towards teleworking and shared services, which could reduce overheads, increase efficiency and reduce commuting. This could result in a reduction in the scale of activity by the large employers across the District. Key public sectors employers in the District currently include the City and County Councils, the NHS and the Police all of which are based in Winchester Town and are fundamental to its 'county town' role.
- Land-Based Industries: agriculture and forestry will continue to move away from traditional forms as increasing technology, decreasing subsidies from Europe and increasing public concern for the environment push landowners and land managers to diversify. There is a need to ensure that this does not result in a net loss of jobs provided in the rural area, by creating opportunities for the rural economy to diversify in appropriate circumstances. It is important that landowners continue their stewardship of the countryside to ensure proper management and enhancement of our rural areas as a resource for leisure and relaxation for residents, and to ensure that biodiversity interests are maintained and enhanced.
- Tourism: although a popular visitor destination for many centuries, Winchester District will increasingly be challenged by new and reinvented destinations for short breaks across Europe. Key players in this sector are Winchester Cathedral and Marwell Zoological Park, the latter leading the field locally in environmentally friendly tourism. Overnight stays are only a tiny proportion of the total visitor market, which is dominated by less lucrative day visits which impact negatively in the local environment. This trend is set to continue unless the District raises its profile and increases its tourism 'offer' over the next twenty years: but options for the latter are limited in Winchester Town due to high land values. Increasingly most visitors arrive by car, as transport connections in the District outside the Town offer less flexibility to explore. Whilst tourism is considered to provide low value jobs it is an industry providing part-time and flexible hours for many. Most importantly, tourism helps to sustain shops, facilities and attractions which are also enjoyed by local people and their families and so enhance their quality of life. A large part of the District is located within the proposed South Downs National Park which will have statutory purposes:
  - (i) to conserve and enhance the natural beauty, wildlife and cultural heritage of the National Park;
  - (ii) to promote opportunities for the public understanding and enjoyment of the special qualities of the Park.

Guidance on National Parks recognises the need to foster economic activities within the Park on the basis that they are working, living landscapes but acknowledges that economic development is not its prime function.

- Knowledge and Creative Industries: Winchester Town is already positioned as a creative centre of the South East, and the growing reputation of the new University of Winchester will reinforce this over the coming years. Indeed the graduate population is seen as key to developing a culture of entrepreneurship over the next twenty years, with new start-ups fostered by the universities. Other key employers are IBM, Arquiva, the University of Southampton's School of Art at Winchester and Sparsholt College.

New economic sectors which fall into this category are expected to emerge over the coming years, including 'green collar' jobs, which include a range of professions and skills involved in both environmental and sustainable industries. It is now recognised that a sustainable green economy simultaneously values the importance of natural resources and inclusive, equitable, and healthy opportunities for all communities.

- Retail: the major trend towards internet shopping will continue in the coming years, but it is unlikely that the traditional shopping experience will decline. Convenience shopping in local retail centres will continue to provide for everyday food and consumables, whilst at the other end of the spectrum there is likely to be a continued, high value 'shopping experience' based on the purchase of home furnishings, clothes and other lifestyle goods. The Retail and Leisure Study (2007) identified the need for substantial increases to retail floorspace in Winchester Town during the plan period.

An essential part of the retail experience today is eating and drinking, so commercial centres in Winchester Town and around the District must increasingly provide for these uses if our shopping centres are to withstand growing competition in the region. There are economic growth opportunities in the early evening economy of Winchester Town, supported by the Council's Evening Economy Strategy, which recognises the potential to attract non-resident workers to stagger their return home to enjoy the extended shopping day in the city centre. Winchester Town will need to reinforce its distinctiveness in a marketplace dominated by Gunwharf Quays in Portsmouth, West Quay in Southampton and Festival Place in Basingstoke, in line with its designation as a sub-regional retail centre in the South East Plan

- 11.8 The above not only sets out the key economic sectors active within the District but also how these will need to change and adapt to remain competitive and support opportunities for economic growth and diversification across the District. In Winchester District over the next twenty years there is a need to stimulate:

- *entrepreneurship and diversity of opportunity*: the economy of the District has traditionally thrived because of the range of job opportunities which exist. As the business environment continues to change, with drivers such as new technology and carbon reduction, new businesses need to emerge and existing ones need to diversify to remain viable. Entrepreneurship is

fostered primarily by the universities, and this culture brings in new businesses. To achieve this, there is a need to ensure that there is a range of appropriate workspace available whether this be small scale live/work units to warehouse, light industrial space and offices, in a variety of accessible locations. The identified requirement for Winchester Town to diversify its economy has led to the need to specifically allocate land for new economic growth. Elsewhere the emphasis will be on retaining existing premises and encouraging and promoting SMART economic growth as promoted through the Regional Economic Strategy.

- *a low carbon economy, including the reduction of commuting levels:* the global need to reduce carbon emissions and adapt to a more sustainable way of life must be acted upon at a local level. Businesses have a significant role to play because of their greater impact on the environment, and should be encouraged to adapt rapidly to low carbon practices, including teleworking, green travel planning and green energy procurement.
- *the emergence of a new sector of 'green collar' industries:* the District has identified five core sectors of business which sustain its economy, and these are public administration/services; land based industries; knowledge/creative industries, tourism and retail. It is envisaged that a new generation of work opportunities will be created - for example in eco-technologies, environmental sciences, light industry (e.g. solar panel manufacture) – as well as manual jobs which support consumer trends towards greener lifestyles. This 'green collar' sector would complement the knowledge industries and help to diversify our economy. The establishment of local green energy infrastructure such as renewable energy projects should also be promoted.
- *the growth of a high value tourism economy:* A sustainable visitor economy is one which reduces car use through effective transport connections with opportunities to use alternatives to the car, but also provides a better tourism product (hotels, high quality self catering, independent shops, distinctive restaurants) to generate greater visitor expenditure.

#### What you've told us

- 11.9 A range of comments were received through the various consultation exercises which relate to economic matters. There was general recognition for the need to encourage new economic opportunities to maintain a dynamic economy, whilst providing employment opportunities for the younger generation to maintain balanced communities. Continued growth in the tourism and retail sectors were specifically mentioned as well as the need to allow more facilities for home working and that economic growth should be in proportion and appropriate to the location and community it is intended to serve.

Preferred policy

- 11.10 Policies in support of economic prosperity which relate specifically to Winchester Town, the Market Towns and Rural Areas, and to the South Hampshire urban area are included in the spatial strategies for those areas. The policies below relate to the District as a whole, but should be read in conjunction with the spatial strategies.

**Policy CP3 Economic Growth and Diversification**

**The City Council will encourage economic development and diversification across Winchester District through the regeneration and intensification of previously developed land and through the allocation of land to support employment growth at sustainable locations in accordance with the spatial strategy for the District.**

**The City Council will encourage an increase in employment capacity, particularly where it supports the District's five key economic sectors of public administration and services, land based industries, tourism, knowledge and creative industries and retail. This will be achieved through the retention of appropriate premises and, where feasible, new development to ensure that there is an adequate supply of land and premises, suitable to create diverse and successful economic environments.**

**Opportunities to expand the economic base of the District will be encouraged, in particular the need to promote a low carbon economy and exploit the expanding and emerging 'green collar' industries.**

- 11.11 Across the District there are a number of large commercial and educational/training establishments set in the wider countryside: IBM (Hursley), Defence establishments (Winchester and Southwick), Sparsholt College (Sparsholt), Marwell Zoological Park (Colden Common), and Arqiva (Crawley). These establishments are involved in business and training sectors which support the District's five key economic sectors and it is important that they can continue to thrive in the District. They also employ large numbers of people with a range of skills, often within the knowledge and creative industries that the Council wishes to promote. Increasingly these organisations are looking to meet modern business needs through adaptation and expansion of their existing buildings. Often these establishments occupy former country estates outside of any defined settlement, where development would normally be constrained. However, the City Council recognises the value of these organisations and wishes to work with them to plan for their future needs:-

**Policy CP4 Major Commercial and Educational Establishments in the Countryside**

**The City Council will support the retention and development of the major commercial and educational establishments which occupy rural locations in the District, to help them continue to contribute to the District's key economic sectors. Because of their sensitive rural locations,**

**masterplans should be prepared prior to development which identify the site opportunities and constraints, promote sensitive land and building stewardship, promote sustainable development, and maximise sustainable transport opportunities, whilst limiting impacts on the surrounding environment and communities.**

How is this going to be achieved?

- 11.12 Delivery of the economic prosperity outcome will require a combination of measures through application of the above spatial planning policies, together with the implementation of the Council's emerging Economic Strategy and joint working with partners, in particular the business community.
- 11.13 It is essential that economic growth is also considered as part of wider development objectives through the delivery of both housing and infrastructure. The strategy and its outcomes support and complement PUSH's economic growth strategy.

## 12 **High Quality Environment**

- 12.1 Winchester District is fortunate to benefit from both an attractive natural environment which contributes to the setting of its many towns and villages, together with many historical and valued built assets which are fundamental to the attractiveness of its settlements. These elements and the relationship between them make the District a special place.
- 12.2 This section of the Core Strategy covers a number of factors that contribute to the overall quality of the Winchester environment and its sense of place. Whilst the policies cover a range of matters, a common element that links these together is the concept and provision of 'green infrastructure'. This is also relevant to other aspects of the Core Strategy dealing with play and recreation.
- 12.3 A significant part of the District is covered by the East Hampshire Area of Outstanding Natural Beauty and the proposed South Downs National Park (see policy CP9). A specific element included is reference to settlement gaps within the District, which are valued by many as a means of ensuring the separate identities of settlements are retained, and are of particular relevance considering the proposals for major growth in the southern parts of the District (see policy CP10).
- 12.4 In addition many buildings are 'listed' for their architectural or historic interest, with conservation areas designated in a range of settlements. The District also has many sites designated for their biodiversity interest, which is dealt with more comprehensively in Policy CP6. Meeting the challenge of Climate change is also covered through policies CP13 and CP14.
- 12.5 An essential element of sustainable development is to ensure that social and economic growth occurs within the context of ensuring that the environment is not only respected but considered holistically and invested in. The following sections are expressed to ensure that this course of action can be achieved within the District.

### What you have told us

- 12.6 In responding to both the Issues and Options paper and participating in various community and stakeholder events, it is obvious that the quality of both the natural and built elements of the Winchester environment are widely respected and valued.

### Preferred Approach

- 12.7 Winchester District is unique in both the quality and quantity of designated environmental assets. It is therefore essential for the Core Strategy to provide a policy framework to ensure that these qualities are properly recognised and not only continue to exist in perpetuity but that, where opportunities arise, they are enhanced and managed effectively for the long term benefit of all. This approach is consistent with both national and regional guidance and reflects the overall aims of the Sustainability Appraisal objectives and the Sustainable Community Strategy. Extensive background documentation exists in relation to this section which is detailed in Appendix B.

## **Green Infrastructure**

- 12.8 Green infrastructure encompasses the physical environment within and between settlements across the Winchester District. It comprises a network of multi-functional natural and semi-natural areas including recreational facilities, formal parks, gardens, woodlands, green corridors, waterways, street trees, accessible countryside and even architectural features such as green roofs and green walls.
- 12.9 High quality green infrastructure enhances quality of life, providing benefits to health and well-being through encouraging people to walk or cycle for short journeys, facilitating contact with the natural environment and providing opportunities for recreation regardless of age, background or ability. Green infrastructure should be planned to integrate with existing pedestrian and cycle routes and link to local initiatives that seek to facilitate sustainable travel and green tourism.
- 12.10 Well planned green infrastructure will contribute to quality of place through helping to maintain local distinctiveness and allowing developments to be designed and planned to reflect and blend with the local landscape, as identified in Winchester District Landscape Character Assessment. The provision of green infrastructure as a component of high quality development contributes to economic prosperity through making places attractive to residents and businesses.
- 12.11 Green infrastructure maintains quality of environment, encompassing all environmental resources and thus contributing to sustainable resource management (e.g. soil, air and water resource management), making space for water and energy supply from biomass and providing a key tool in delivering sustainable development. Alongside these wider environmental benefits, green infrastructure provides space for biodiversity and includes areas set aside for nature. Particular focus should be given to those habitats and species identified in the Winchester and Hampshire Biodiversity Action Plans.
- 12.12 Furthermore, green infrastructure can deliver the restoration and enhancement of habitats in accordance with the priorities identified by the Hampshire BAP Partnership (e.g. Biodiversity Opportunity Areas (BOAs) and Habitat Potential Mapping). It can also deliver alternative recreational space to obviate the impact of increased recreational pressure on internationally important sites (e.g. SPAs and SACs,). This is particularly relevant in the Southern Hampshire spatial area where major development is planned both within and adjoining the Winchester District in proximity to national and international sites.
- 12.13 The provision of green infrastructure is also vital to facilitate adaptation to climate change through, for example, allowing habitats and species to adapt to changing conditions or providing shade for residents and reducing ambient temperatures in built-up areas. It is also an important element of managing flooding within developments and can be used to mitigate flood risk.
- 12.14 The following policy is expressed to encourage provision of suitable and sufficient green infrastructure incorporating green spaces for recreation, amenity and conservation purposes and providing routes and pathways for

multiple purposes. The aim is to deliver both sufficient quality and quantity of green infrastructure in association with proposed development, and to meet the requirements for open space provision identified in the PPG17 study.

### **Policy CP5 Green Infrastructure**

**The City Council will support development that incorporates provision for multifunctional well managed Green Infrastructure to meet recognised standards. This will need to consider all environmental resources and contribute towards sustainable resource management, enhancing quality of place, quality of life and quality of environment in both urban and rural settings for the long term benefit of the people, communities and environment of Winchester District.**

#### **Biodiversity**

##### Background

- 12.15 Winchester District has many areas which are noted for their natural beauty and wide variety of species and habitats, many of which are protected under European Directives, National legislation or are recognised as locally important. The City Council will seek to protect and enhance important habitats and species through the planning system, in line with the relevant national and international legislation. The Habitats Regulations Appropriate Assessment assesses the impact of the Core Strategy on sites designated under European Directives.
- 12.16 The SCS identifies 'biodiversity is thriving in the District' as an outcome to be achieved through a refresh of the Winchester District Biodiversity Action Plan.

##### Preferred Policy

### **Policy CP6 Biodiversity**

**The City Council will support development which protects and delivers net gain for biodiversity. New development will be required to show how conservation of biodiversity is taken into account in its design and implementation and, in particular, how priority habitats and species as identified in the (Hampshire/Winchester) Biodiversity Action Plans will be safeguarded.**

**Planning proposals that have the potential to affect priority habitats and/or species, as defined in the Hampshire/Winchester BAP, or sites of geological importance, will be required to undertake the relevant assessments or surveys. The City Council will adopt the precautionary principle to avoid adverse impacts or, where adverse impacts are unavoidable, require appropriate mitigation and compensatory measures.**

## **Flooding and the Water Environment**

### Background

- 12.17 Water has played a key part in shaping the Districts historic and natural landscape as well as being a hugely important natural resource and recreational facility. Rivers such as the Itchen, Dever, Meon and their tributaries originate from the chalk ridges and are important in supporting many industries such as farming and fishing. Underground aquifers in the District are the water source for commercial uses as well as supplying domestic properties. The water environment within the District is also of great ecological importance. The most dominant river - the River Itchen, is not only the District's largest Site of Special Scientific Interest, but is also designated as a Special Area of Conservation Importance under a European Directive. There is a need to ensure that the condition of the Itchen does not deteriorate further, particularly from proposed development in that part of the District that influences it. Other rivers such as the Hamble and Wallington are also recognised for their ecological and geomorphological importance, as is the Solent.
- 12.18 Development and changes in land use within the District can have an impact on the water environment which reaches beyond District boundaries. Water quality, supply and flooding are all important issues which will affect the District over the next twenty years. The role and function of green infrastructure therefore has a critical relationship to the water environment, which in turn links to climate change (see Policy CP5).
- 12.19 The Water Framework Directive (WFD) (2000/60/EC) and the subsequent emerging River Basin Management Plans (RBMPs) look at the integrated management of water resources, taking account of abstraction, quality and flooding. Winchester District is part of the South-East River Basin. Other strategies and plans which cover water management in the District include the Hampshire Water Strategy (2002) and the PUSH Integrated Water Management Plan.
- 12.20 The District is affected by localised fluvial flooding from its rivers and tributaries; groundwater flooding from natural springs and winterbournes fed by the underground aquifers; and surface water flooding where water cannot drain away quickly enough. There are two Strategic Flood Risk Assessments which cover the Winchester District (one for PUSH, one for the whole District); which have informed the LDF.
- 12.21 As a result of a review of water abstraction licences by the Environment Agency, there is likely to be a need to identify new sources of supply to meet future demand in the PUSH area. It is therefore important that water efficiency measures are incorporated into new development as part of the package of measures needed to avoid a shortfall (see also Policy CP13).

Preferred Policy

**Policy CP7 Flooding, Flood Risk and the Water Environment**

**The City Council will support development which:-**

- **avoids flood risk to people and property by applying the risk based sequential approach and managing flood risk elsewhere;**
- **takes climate change into consideration when looking at flood risk;**
- **improves water quality and ensures source protection zones are protected from potentially polluting activities and helps to meet the Water Framework Directive's 'good status' standard through suitable pollution prevention measures;**
- **includes sustainable water management systems such as Sustainable Drainage Systems (SUDS) and incorporating high standards of water efficiency in the design;**
- **takes into account the capacity of the water supply, drainage and sewerage networks to ensure new development can be accommodated;**
- **Maximises opportunities for biodiversity, green infrastructure and recreational gain in association with the water environment.**

How is this going to be achieved?

- 12.22 The above policies link a number of complementary factors and share common aims in terms of improving and conserving biodiversity, whilst providing opportunities to maximise health and wellbeing etc. In addition the water environment places some challenges on the District in terms of protecting sites recognised for their international importance, whilst ensuring water quality is maintained and that the necessary infrastructure has capacity to provide for growth across the District. A number of strategies already exist that detail actions that can be implemented through a range of mechanisms and by various organisations. In addition, the development industry will play a key role through preparing masterplans for larger developments, and also smaller schemes, to ensure these matters are planned into designs and layouts rather than addressed as an afterthought.

### **Cultural Heritage and Landscape Character**

#### Background

- 12.23 The District has a diverse cultural heritage which underpins its special character, including ancient monuments, listed buildings, historic parks and gardens, conservation areas and historic battlefields. The historic environment, if well managed, should not always been seen as a constraint to change, but as a catalyst for regeneration and diversification, bringing economic, cultural and educational benefits to the District.
- 12.24 In addition to the many formally designated sites and buildings within the District, there is a wealth of quality buildings and sites with locally-important features as set out in the Winchester District Landscape Character Assessment. It is often the setting of areas that makes them special and even

small changes can have an adverse impact. It is critical that when proposals are considered for development these elements are given due consideration, even though a number of changes, particularly within the rural areas of the District, may fall beyond the remit of the planning system.

- 12.25 The District's distinctive landscape character derives from a combination of natural and man-made elements. The recognition of its special qualities and their retention and enhancement is essential for the conservation of the District's unique sense of place.

### **Policy CP8 Cultural Heritage and Landscape Character**

**The City Council will require new development to recognise, protect and, where appropriate, enhance the District's distinctive landscape and cultural heritage, including natural and man made elements associated with existing landscape character, conservation areas, scheduled ancient monuments, historic parks and gardens, listed buildings, and historic battlefields. Particular emphasis should be given to:**

- **recognised landscape and built character that includes features and elements of natural beauty, cultural or historic importance;**
- **local distinctiveness, sense of place and setting.**

How is this going to be achieved?

Application of the above policy needs to be incorporated into the design requirements set out in Policy CP11, through contextual surveys and assessing the potential impact of development proposals, whether large or small, on the above recognised assets.

### **South Downs National Park/Area of Outstanding Natural Beauty**

- 12.26 In addition, large parts of the District are recognised for the quality of its existing landscape by being within the East Hampshire Area of Outstanding Natural Beauty (AONB) and the proposed South Downs National Park.
- 12.27 The National Park is proposed to include the chalk landscapes of the South Downs, stretching from Winchester in the west, to Eastbourne in East Sussex. Within Winchester District the proposed Park, which has recently been confirmed, includes virtually all of the land currently forming the East Hampshire AONB. Designation of the National Park could have significant long-term implications for the District, in terms of planning policy-making and development management.
- 12.28 AONBs and National Parks are of equal importance in Government policy and both are intended to conserve and enhance natural beauty and cultural heritage, but National Parks have the added statutory purpose of promoting suitable recreational opportunities through the public understanding and enjoyment of the special qualities of the Park. The emerging South East Plan recognises the likelihood of a South Downs National Park being confirmed and

indicates that, pending this, Local Development Documents should continue to have regard to statutory AONB Management Plans.

**Policy CP9 South Downs National Park/Area of Outstanding Natural Beauty**

**The City Council expects proposals for development within or affecting the East Hampshire Area of Outstanding Natural Beauty and the proposed South Downs National Park to protect and enhance the landscape value of the area. Particular emphasis should be given to:**

- **the aims of the relevant AONB Management Plan;**
- **protecting recognised landscape character that includes features and elements of natural beauty, cultural or historic importance;**
- **maintaining local distinctiveness and sense of place;**
- **achieving appropriate land management and improved public access to the countryside, especially close to towns and villages.**

How is this going to be achieved?

- 12.29 Prior to the establishment of the National Park, the East Hampshire AONB will continue to be protected by national planning policy and by saved Local Plan policies. Current strategies to maintain and enhance the South Downs, as set out in the adopted Management Plan, will continue to be implemented until replaced by a National Park Authority's strategy.
- 12.30 The Council will seek effective partnership with a future South Downs National Park Authority, adjoining local authorities and landowners and will work towards forming joint working structures and protocols, as appropriate.

**Settlement Gaps**

- 12.31 Across the District there are a number of areas of undeveloped land which help to define the separate identity of settlements at risk of coalescence. The concept of gaps is an established spatial planning tool locally, with widespread community support. Although it is no longer a requirement of emerging regional planning guidance to define gaps, it is an important element sub-regionally and PUSH has specifically produced guidance to ensure a consistent approach is taken across the sub-region in terms of their criteria for designation - 'Policy Framework for Gaps' PUSH, December 2008 ([www.push.gov.uk](http://www.push.gov.uk)).
- 12.32 In summary, the PUSH Framework advocates the following criteria for use by local planning authorities to select locations for the designation of gaps:-
- the open nature/sense of separation between settlements cannot be retained by other policy designations;
  - the land to be included within the gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;

- In defining the extent of a gap, no more land than is necessary to prevent the coalescence of settlements should be included having regard to maintaining their physical and visual separation.

12.33 The Framework states that it will be individual LDFs that will identify the location of gaps and include policies to set out the types of development which will be permitted, based on the following principles :-

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

12.34 In addition to this specific guidance for the sub-region, the South East Plan's Policy SH2 provides the necessary framework for bringing forward the two Strategic Development Areas, and includes the following requirement:

*"To prevent coalescence of the SDAs with neighbouring settlements and in order to protect the separate identity of individual settlements, areas of open land will be maintained between:*

- i) the Fareham SDA and Wickham/Funtley/Knowle*
- ii) the North/North East of Hedge End SDA and neighbouring settlements."*

12.35 The precise extent of the 'gaps' around the SDAs will be determined as part of the preparation of Area Action Plans and Policies SH4 and SH5 establish the general extent of the open land to be retained to the north of the Fareham SDA and to the east/north-east of the Hedge End SDA.

12.36 Within Winchester District, there are a number of Local Gaps already defined by the adopted Local Plan Review:-

- Bishop's Waltham – Swanmore – Waltham Chase – Shedfield – Shirrell Heath
- Denmead – Waterlooville
- Kings Worthy - Abbots Worthy
- Otterbourne – Southdown
- Winchester – Compton Street
- Winchester – Kings Worthy/Headbourne Worthy
- Winchester – Littleton

The Local Plan Review also defines the 'Meon Strategic Gap' between Whiteley and Fareham.

#### What you've told us

12.37 There is community support for the protection and retention of the existing gaps across the District. There is also particular concern in the southern parishes of the District, where there is a strong desire to ensure physical separation from the Strategic Development Areas through the designation of new gaps.

Preferred Approach

- 12.38 The strong support for retaining the existing gaps suggests an approach of retaining those gaps which protect settlements thought to be most at risk of coalescence. This is consistent with the South East Plan, which states that gaps can be considered relevant and necessary in areas of significant growth, where they can be regarded as a valid mechanism for shaping the settlement pattern, and are also a key opportunity to provide green infrastructure. In the context of Winchester District, the overall growth requirements within and around Winchester Town and in the southern parts of the District are at least as high as those generated by previous development plans. Consequently, there is continuing justification for the identification of important gaps to prevent the coalescence of individual settlements, subject to the possible need to review their detailed boundaries.

Preferred Policy

**Policy CP10 Settlement Gaps**

**The City Council will retain the generally open and undeveloped nature of the following defined gaps**

- **Bishop's Waltham – Swanmore – Waltham Chase – Shedfield – Shirrell Heath**
- **Denmead – Waterlooville**
- **Kings Worthy - Abbots Worthy**
- **Otterbourne – Southdown**
- **Winchester – Compton Street**
- **Winchester – Kings Worthy/Headbourne Worthy**
- **Winchester – Littleton**
- **Whiteley – Fareham/Fareham Western Wards (the 'Meon Gap')**

**Within these areas only development that does not physically or visually diminish the gap will be allowed.**

**To protect the individual character and identity of those settlements threatened by coalescence with the proposed SDAs at Fareham and North/North East of Hedge End areas of open land will be defined and maintained, in accordance with the PUSH Policy Framework for Gaps, between the SDAs and the following settlements:**

- **Fareham SDA – Knowle, Fareham SDA – Wickham**
- **Hedge End SDA – Durley / Durley Street, Hedge End SDA – Curdrige**

How is this going to be achieved?

- 12.39 The extent of the existing gaps is currently indicated by saved Local Plan Review Policy CE.2 and will be reviewed as necessary in preparing the Development Management and Allocations DPD. The general extent of the Fareham and Hedge End SDA and Meon gaps is shown on the Key Diagram.

Their precise extent will be defined through the Development Management and Allocations DPD and the Hedge End Area Action Plan respectively.

## **Design**

### Background

- 12.40 The built environment within the District is diverse and of a generally high quality. It includes the historic town of Winchester, the historic market towns and villages, newer settlements within the District, and other development within the countryside. The fundamental objective is therefore to ensure that new development wherever it is located within the District should be of the highest quality, which respects and enhances local character.
- 12.41 Good design is an inseparable aspect of creating sustainable communities, and is an important part of ensuring that the District makes the most effective and efficient use of developable land. It is a key indicator in assessing a community's quality of life.
- 12.42 The District is facing significant growth over the next 20 years, and a number of major developments are planned, especially in the south of the District. These offer the opportunity to ensure that the highest standards of sustainable design are achieved, and that quality places are created.

### What you've told us

- 12.43 The responses to both the Issues and Options paper and the various community and stakeholder events highlighted the considerable value that the community places on the quality of the built environment.
- 12.44 There was a strong desire to ensure that current development pressures do not destroy the high quality of environment enjoyed throughout the District. However it was also recognised that throughout the past Winchester District had welcomed and absorbed change, and that there is a need to continue this successful evolution in order to enrich the lives of future generations, through ensuring that new development makes a positive contribution towards either protecting or enhancing the built environment

### Preferred approach

- 12.45 While an individual design response will be determined by the local context, it is essential that all new development should aspire to meet the highest standards of sustainable design. In order to achieve this a coherent and coordinated approach is required to ensure that the following objectives are achieved:
- New development should create a sense of place with a distinctive character, which clearly demonstrates how it has responded to its local context. Many communities have produced Village or Neighbourhood Design Statements which help to define the character of the locality and identify important local features;
  - New development (which includes hard and soft landscaping) should connect seamlessly to surrounding development in terms of layout, scale,

form, enclosure, space and materials and where appropriate take the opportunity to enhance the public realm;

- The public realm should be designed to ensure that well connected, safe and attractive environments are created for the community. The public realm should give priority to pedestrians and cyclists and not motor vehicles;
- The built and natural environment should be properly integrated. The design process should therefore be holistic to ensure a well defined transition from built up to natural areas, particularly on the edges of settlements;
- New development should not seek to mimic existing development but should be of its time. The Council will encourage a contemporary approach to new designs which respect and respond positively to the context, local distinctiveness and sense of place in terms of layout, scale, form, space and materials;
- Measures to reduce carbon emissions and promote renewable energy should be an integral part of the design solutions;
- The Council will ensure that a site's development potential is maximised, and higher densities are encouraged, particularly on sites which have good access to public transport. However the quality of the design and how well it responds to the existing character of the site and wider contextual setting will be a very important consideration.

#### **Policy CP 11 Ensuring high quality sustainable design**

**New development will be expected to meet the highest standards of sustainable design. In order to achieve this all proposals for new development (excluding small domestic applications and changes of use) should be accompanied by a design statement which clearly sets out:**

- a) How an analysis of the constraints and opportunities of the site and its surroundings have informed the principles of design and how the detailed design responds positively to its neighbours and the local context;**
- b) How the proposal makes a positive contribution to the local environment and creates an individual place with a distinctive character;**
- c) How the public realm has been designed to ensure that it is attractive, safe, accessible and well connected to its surroundings;**
- d) How the accompanying landscape framework has been developed to enhance both the natural and built environment and maximise the potential to improve local biodiversity;**
- e) How measures to reduce carbon emissions and promote renewable energy and reduce impact on climate change form an integral part of the design solutions.**

**Policy CP12 Ensuring the effective use of land**

**The City Council will ensure that a site's development potential is maximised, and average densities of 30 dwellings per hectare will normally be expected as a minimum. Higher densities will be encouraged in urban areas, particularly on sites which have good access to public transport. The desire to ensure that scarce development land is used effectively will be balanced against the need to ensure high quality sustainable design. How well the design responds to the general character of the area will be the final determinant of the acceptability of the scheme.**

How is this going to be achieved?

- 12.46 Developers and their agents should carry out contextual surveys and analyse their findings in accordance with the urban design principles set out in the *By Design* documents and other relevant guidance. The analysis should inform the design concept and applicants should be able to demonstrate how the urban design principles above have informed the detailed design in terms of its character, continuity and enclosure, quality of the public realm, ease of movement, adaptability and diversity.
- 12.47 Developers of new housing schemes will be encouraged to assess their schemes against the appropriate Building for Life Criteria. Applications for new development should be accompanied by a design statement which sets out the stages in the design process which have led to the proposed design solution.

**Meeting the Challenge of Climate Change**

Background

- 12.48 Mitigation of and adaptation to the future impacts of climate change are key drivers for change in the District. The Sustainable Community Strategy includes priority outcomes that:
- The District meets the challenge of climate change. This includes:
    - Reducing average carbon dioxide emissions per head for Winchester District.
    - Maximising the opportunities and minimising the costs of climate change, ensuring the District is 'climate change ready'.
  - Businesses are good neighbours. This includes:
    - Helping businesses commit to a low carbon economy.
  - People have access to housing that meets their needs. This includes:
    - Promoting high standards in private and affordable housing, including taking action to tackle climate change, of which improving energy and water efficiency and recycling, and encouraging the use of renewable energy shall be important elements.
- 12.49 Winchester District has one of the highest per capita carbon footprints in the South East – 8.7 tonnes CO<sub>2</sub> per year compared to a South East average of 6.8 tonnes (2005 figures). The Government has set a national target of at least an 80% cut in greenhouse gas (GHG) emissions from the 1990 baseline by

2050 and its Committee on Climate Change is recommending a reduction of 31% below 2005 levels by 2020. This equates to a required emissions reduction in Winchester of 294,000 tonnes CO<sub>2</sub> per year by 2020.

- 12.50 The local target defined in the Council's climate change strategy "Live for the Future: Tackling Climate Change" aims for more rapid progress – a 30% CO<sub>2</sub> emissions reduction (284,000 tonnes per year) by 2015. These targets are challenging, and allowing housing with high emissions to be built would negate efforts to reduce emissions.
- 12.51 The Renewable Energy Study, undertaken for the City Council by consultants ESD, shows the important role of renewable energy technologies in meeting these targets and describes the systems and structures required to enable development of these technologies in the District. This study calculated a target potential for renewables of 116,000 tonnes of CO<sub>2</sub> reductions, equating to 17% of current energy demand. A high proportion of this potential is from large-scale wind power but there are constraints to large-scale wind development so other means of reducing emissions are also needed. Reducing carbon emissions from buildings is therefore critical.
- 12.52 The Renewable Energy Study also identified that combined heat and power (CHP) and district heating/cooling networks are the most cost-effective way to meet the higher Code for Sustainable Homes levels. It showed biomass is potentially the major source of renewables in the District, accounting for 50% of the target potential. The creation of CHP and district heating/cooling systems will help to stimulate this market and realise this potential.
- 12.53 The energy study undertaken for PUSH by Arup, and "Woodfuel: a technical study for South Hampshire" undertaken by CEN also provide supplementary information for the South Hampshire area. The Woodfuel study concluded that an on-site renewable energy requirement of at least 20% is necessary in order to stimulate the woodfuel market.
- 12.54 In 2008, nearly all of the District's electricity was imported. Generating electricity and heat locally will ensure that a portion of the District's energy budget is spent locally, thus helping the local economy. Making homes energy efficient also means that the money otherwise wasted on energy bills becomes extra disposable income, a proportion of which will be spent locally and further benefit the local economy. Environment Agency assessments show the District to be in an area that is seriously water stressed. These areas have the greatest need to target water efficiency measures.
- 12.55 Ensuring development is sustainable and adapted to climate change are fundamental goals of spatial planning, as established in national and regional planning guidance. The LDF is seen as a key mechanism to enable the delivery of the required emissions reductions locally by:
- Ensuring new development is low and zero carbon
  - Facilitating the installation and deployment of renewable energy generating technologies where appropriate

What you've told us

- 12.56 The consultation undertaken so far has generated a range of responses on this issue varying from the leadership role of the City Council to the need to set challenging targets whilst ensuring that they are achievable and affordable. Most recognise the requirement to reduce water use and carbon emissions and the need for energy efficiency to be incorporated into design rather than costly retrofitting. Eco-designs should be supported and renewable energy technologies within the District should be investigated, particularly combined heat and power, wind turbines, solar panels and ground source heat pumps.

Preferred approach

- 12.57 The Sustainability Appraisal of the options indicated that the more ambitious option, on balance, gave the most positive benefits, although its effects on house prices in the short term and on heritage would need to be carefully considered.
- 12.58 Following the consultation on the Issues and Options, along with developments in national and regional policy, it became clear that the policy options needed more detailed consideration. A Renewable Energy Study was commissioned and further work undertaken on this matter to come to a view on the approach which should be taken. This considered matters such as the way in which the Code for Sustainable Homes should be implemented, the role of district heating systems, on-site and off-site renewables generation, the potential for various renewable energy technologies in the District, climate change adaptation, how prescriptive any policies should be, and the effect of new policies on development viability.
- 12.59 The role of community engagement and community ownership in renewables has also been considered, along with the skills, knowledge and learning required to deliver these policies; the potential role of Energy Services Companies and the benefits of energy master planning.
- 12.60 It is recognised that significant CO<sub>2</sub> reductions are required to mitigate the onset of climate change, and the Core Strategy's climate change policy is of critical importance in enabling these reductions.
- 12.61 Our preferred approach is therefore to:
- Seek higher Code for Sustainable Homes/Non-Domestic Buildings levels earlier for the energy and water elements of the Code;
  - Encourage both energy efficiency and renewable energy, but ensure that energy efficiency measures are utilised before renewable energy technologies;
  - Rely on policies in the Hampshire Minerals and Waste Core Strategy for waste management matters;
  - Require all relevant measures to ensure that buildings are adapted to the anticipated future changes in climate;
  - Encourage and enable district heating where it is feasible;
  - Apply a hierarchy for renewable and decentralised energy that favours district heating and on-site renewables generation where feasible, but

allows for off-site generation or contribution to CO<sub>2</sub> reductions through a fund.

- Develop a Supplementary Planning Document to provide further detail and advice on which measures are most appropriate for specific circumstances.

Preferred policy

#### **Policy CP13 Sustainable Low and Zero Carbon Built Development**

The City Council will require development proposals to demonstrate how they will contribute to the reduction of carbon dioxide emissions and the generation of renewable energy in the District. Specifically, the Council will require:

- New residential developments to achieve Level 3 of the Code for Sustainable Homes (CSH) from adoption of this Plan, except for the energy and water aspects of the Code, where Level 5 standards will be required. From 2016 onwards, all housing must meet all aspects of Level 6 of the CSH; and
- Non-residential development that requires an Energy Performance Certificate to meet 'BREEAM Excellent' standard from adoption of this Plan and 'BREEAM Outstanding' standards from 2012, or the equivalent standards from the 'Code for Sustainable Buildings' when it is launched.

In meeting these requirements developments will be expected to:

1. Be designed to maximise energy efficiency and design out the need for energy use by ensuring the building envelope meets the highest standards of energy performance;
2. Be designed to cope with expected changes in the local climate over the lifetime of the development;
3. Reduce operational waste and enable segregation and recycling.

#### **Policy CP14 Renewable and Decentralised Energy**

In addition to the above, the following hierarchy will be applied to the use of renewable and decentralised energy systems (in order of preference). The highest level that is suitable and viable for the development (or an appropriate combination) should be implemented:

1. Connect to combined heat and power (CHP) and District Heating/Cooling networks, with larger schemes (1000 dwellings or more) designed to use District Heating / Cooling networks and provide/contribute to these networks where they do not yet exist.
2. Generate at least 20% of their anticipated energy demand on-site.
3. Use off-site generation to meet emissions reduction targets as long as the off-site generation is additional capacity.

**4. If none of the above is possible, contribute to the District Carbon Reduction Fund.**

**The City Council is supportive of the generation of renewable and decentralised energy in the District. Specifically, it will:**

- a. Support the creation of CHP/district heating/cooling systems and require that the potential for these should be considered before microgeneration technologies;**
- b. Require that larger-scale renewable energy developments provide a strong degree of community benefit and/or community ownership.**

12.62 Developers should provide the appropriate level of information necessary to enable the Council to ascertain that these standards have been met. The sustainable building requirements (including the definition of additional off-site renewable energy development and the method for calculating developer contributions) will be set out in more detail in a Supplementary Planning Document.

12.63 The Council will actively promote development that goes beyond the standards outlined in these policies and which uses natural resources in an efficient and sustainable manner. Conversely, it will refuse planning permission for developments which have inadequate regard to the need for low carbon, sustainable buildings in the District. Specific requirements, measures and contributions may be secured through conditions or a planning obligation. Data will need to be provided to verify the implementation of these items.

How is this going to be achieved?

12.64 These policies support the work on climate change in the District, as detailed in “Live for the Future: Tackling Climate Change” and undertaken by the Winchester District Strategic Partnership and by Winchester Action on Climate Change.

12.65 To ensure that the policies are deliverable, a number of supporting actions will be undertaken and institutional infrastructure created, through mechanisms for financing district heating/cooling networks and managing a carbon offset fund. These may be included within the remit of an Energy Services Company (ESCO). Training and skills development is underway and will be supported by a Low Carbon Design Panel to provide advice to planners, architects and developers. The process of identifying the risks of future climate scenarios and creating appropriate adaptation measures will also continue. Where appropriate, the City Council will liaise with Hampshire County Council and other local authorities to facilitate these policies (for example, by creating an energy masterplan, biomass resource allocation and supply chain development). A Supplementary Planning Document will also be developed to provide necessary further detail and advice on meeting the policy requirements.

### 13 **Inclusive Society**

- 13.1 This outcome of the SCS covers a range of matters and focuses on people having access to services and housing that meets their needs. Affordable housing has been a key issue in the District for many years due to inherent high house prices. Also the District has an ageing population and, by the end of the plan period, a quarter of residents will be over 65 years of age.
- 13.2 The City Council is fully aware of its ageing population and has recently established the Winchester District Older People's Partnership and subsequent action plan. The action plan expresses a new strategic approach to the well-being of all people as they grow older and looks across the spectrum of older people's well-being issues, many of which have links with spatial planning in terms of access to facilities and services such as leisure, transport, housing, environment, health and social care. This complements the Hampshire Primary Care Trust's Strategy 'Healthy Horizons' which identifies 'dealing with the effects of an aging population' as a key action.
- 13.3 The City Council's Housing Strategy sets out a number of issues which link with spatial planning and has produced additional guidance on the provision of affordable housing across the District. PUSH has also published an Affordable Housing Policy Framework which informs the following sections, which cover both open market and affordable housing provision, together with the need to retain local services to ensure communities have access to local facilities.

#### **Housing Provision**

- 13.4 The opportunity to live in a decent home is fundamental to achieving an inclusive society and is a key aim of Government housing and planning policy, as well as being a key corporate priority for Winchester City Council, through its Sustainable Community Strategy. The need to ensure that people have access to housing that meets their needs is one of the outcomes sought by the Sustainable Community Strategy. Housing requirements for each local authority area are set out in Regional Planning Guidance. A Strategic Housing Market Assessment has been carried out for the District (Central Hampshire Housing Market Assessment 2007), which considers housing needs, market conditions and trends over the period of the Core Strategy.
- 13.5 The South East Plan will set out the scale of housing development to be provided across the region and identifies South Hampshire as a growth area. In the South Hampshire (PUSH) sub-region as a whole 80,000 new homes are to be built in the period 2006-2026, with 6,740 of these required within the Winchester District part of the area. There is a separate housing requirement for the non-PUSH part of the District, of 6,000 dwellings. The total District housing requirement for the 20 year period 2006-2026 is therefore 12,740 dwellings.

#### **What You've Told Us**

- 13.6 The Issues and Options consultation did not include an option relating to the overall scale of housing provision. This was taken as a 'given' as it would be determined through the South East Plan, which the Core Strategy must legally

conform to. Therefore there is no alternative option to planning for at least the levels of development required by the South East Plan. A Core Strategy which fails to do this could not be adopted and it would be pointless to produce such a document.

- 13.7 The South East Plan was still emerging at the time of the Issues and Options consultation, with its own consultation and adoption process which people could respond to. Nevertheless, some comments were received on the overall amount of housing to be provided, most suggesting that it should be reduced or that the City Council should be opposing the levels proposed.
- 13.8 A Strategic Housing Land Availability Assessment (SHLAA) has been produced and has identified various sites which are suitable and 'deliverable' for housing development. The Assessment examined sites within defined settlement boundaries and with potential to accommodate five or more units. In addition to the sites identified in the SHLAA, an allowance has been made for new dwellings on smaller sites (less than 5 units), as these are a significant and consistent source of housing supply in the District.
- 13.9 Even taking account of existing planning permissions, the deliverable sites identified in the SHLAA and the small sites allowance, there will need to be a large amount of greenfield development to meet the South East Plan's requirements. Most greenfield development will be on the strategic allocations made in this Plan and, where necessary, any smaller sites to be promoted for housing will be allocated in the Development Management and Allocations DPD.
- 13.10 The housing supply in Winchester District will be made up broadly as follows:

**Table 3: Housing Provision in Winchester District 2006-2026**

Source of dwellings	PUSH	Non-PUSH	Total
Completions 2006-2008	364	694	1058
SHLAA sites	627	933	1560
Commitments / permissions:			3303
Large sites (10 or more dwellings)	1835*	999	
Small sites (less than 10 dwellings)	125	344	
Small site allowance	342	889	1231
Strategic site allocations:			6000
West of Waterloo (reserve)	1000		
North Whiteley	3000		
Barton Farm - Winchester		2000	
Other Greenfield Allocations (Development Allocations DPD)	300	750	1050
Total supply	7593	6609	14202
South East Plan requirement	6740	6000	12740

Source : Winchester City Council

\*Includes existing planning permission at West of Waterloo for 1500 dwellings

**Policy CP15 Housing Provision**

**Provision will be made within the District for the development of at least 12,740 dwellings in the period 2006-2026, including:**

- **6,740 dwellings within the South Hampshire (PUSH) area, including the strategic allocations at West of Waterlooville and North Whiteley;**
- **6,000 dwellings within the rest of the District, including the strategic allocation at Barton Farm, Winchester.**

13.11 The strategic greenfield allocations at West of Waterlooville, Whiteley and Winchester are key to ensuring that the District not only achieves its South East Plan housing target, but also that the spatial strategy and objectives set out for the District are fulfilled.

13.12 The spatial strategy allows for smaller allocations to be made in these and other sustainable locations, where necessary to meet the needs of those settlements and their surrounding areas. An allowance of over 1000 dwellings for these 'other greenfield allocations' has been made, as Policy MTRA 2 provides for additional greenfield development, if needed, in Level 1 and 2 settlements. The exact scale of any releases needed will be reviewed, and site-specific allocations made, in the Development Management and Allocations DPD. Any Local Reserve Site which has not been released will be included in this review of sites.

How is this going to be achieved?

13.13 In terms of delivery, during the first period of the Plan (2006 – 2011), most development will be on brownfield sites. As the West of Waterlooville MDA is developed, and other greenfield allocations are commenced in 2011 – 2016, the proportion of housing completed on brownfield sites will start to fall dramatically from the levels of 90% or more which have been seen in recent years. By 2021 – 2026 brownfield development may only account for a small proportion of new completions (although this assumes no windfall sites which in practice is unlikely).

13.14 The housing requirements in the South East Plan constitute a substantial increase in provision from the levels required by the Structure Plan for the period 1996-2011 (637 dwellings per annum compared to 486, an increase of over 30%). As new strategic allocations are needed to achieve this increased level of development, completion rates will take time to build up and completions during 2006 – 2011 will be closer to the previous rates than to the new levels required by the South East Plan. As the greenfield strategic allocations are implemented, it is expected that housing development will peak between 2011- 2021, especially within the PUSH area.

13.15 No formal phasing proposals are made, as most development up to 2011 is already committed and the strategic allocations will take several years to be built-out. The required housing will be delivered by the private sector, with appropriate contributions towards affordable housing provision and other social

and physical infrastructure. Monitoring of housing delivery will be an important aspect of the Core Strategy (see Appendix C for targets and indicators).

- 13.16 It should also be noted that, towards the end of the Plan period, development of the SDA to the North/North-East of Hedge End may be contributing housing in Winchester District, but these dwellings will contribute towards the sub-regional targets for each SDA and not the District's housing allocation.

### Housing Priorities and Mix

#### Background

- 13.17 Government policy aims to ensure that everyone has an opportunity for a decent home which they can afford, within a sustainable mixed community. The South East Plan indicates that as well as smaller dwellings, family homes will be needed. It also emphasises the need for local development documents to support and shape healthy communities, including creating mixed and cohesive communities, with a particular focus on access to housing for socially excluded groups. The Regional Housing Strategy also encourages the construction of a greater number of family-sized homes, where required to meet local need and create mixed communities.
- 13.18 The Council's Strategic Housing Market Assessment indicates that there will be substantial growth in the number of 1 person households, most of which will be pensioner households (see Table 4).

**Table 4: Household Projections by Household Type**

Household Type	2001	2026
1 person households	29%	38%
Households with children	35%	30%
Couples	26%	27%
Other	10%	5%
Total	100%	100%

*Sources: Winchester City Council , Hampshire County Council, DTZ (SHMA)*

- 13.19 However, the study emphasises this cannot be taken to imply that the majority of new homes need to be small units. It provides an indicative idea of future market housing demand across the Central Hampshire area including Winchester District (Table 5). This table also gives an indication of the current stock profile.

**Table 5: Current Stock and Indicative Dwelling Requirements**

<b>Dwelling Size</b>	Sample Survey Current Stock Profile (Winchester Housing Needs Survey 2002)	Current Stock Profile (2001 Census)	<b>Future Demand (HCC/Survey of English Housing)</b>
<b>1 bed/bedsit</b>	8%	26%	<b>25%</b>
<b>2 bed</b>	21%		<b>29%</b>
<b>3 bed</b>	37%	40%	<b>33%</b>
<b>4 bed</b>	25%	34%	<b>10%</b>
<b>5 bed</b>	9%		<b>2%</b>
<b>6 bed +</b>			<b>1%</b>
<b>Total</b>	100%	100%	<b>100%</b>

Sources: Census 2001, David Coultie Associates/ WCC Needs Survey 2002, DTZ (SHMA 2007), Hampshire County Council

- 13.20 Although indicating that the bulk of demand is likely to come from those requiring 2 and 3 bedroom houses, the study advocates that local authorities should only try and address serious imbalances in stock. In general there are not serious imbalances in this District - the study indicates that there is a wide choice of types and sizes of housing, with a relatively high proportion of family homes. The Core Strategy therefore needs to include a set of criteria to inform housing mix at any point in time.
- 13.21 The study suggests that in rural areas it would be appropriate to encourage the provision of smaller market dwellings, due to the relatively high proportion of family dwellings. On larger sites a broad mix of sizes would be appropriate. Housing provision needs to be sufficiently varied to contribute towards creating mixed, inclusive and sustainable communities. This includes ensuring the needs of those with special or support needs, including the aging population, are met.

What you've told us

- 13.22 It is clear that the current policy of promoting 50% 1 and 2 bed homes is not favoured by most respondents with the high number of flats, inflexibility and unsympathetic development being amongst the unfortunate consequences identified. Nevertheless, the desire to create a range of dwelling types and mixed communities is a theme that has emerged from the consultation exercise. Some favour a policy that promotes mid-size units and others prefer an approach that takes account of local housing market circumstances and character of the area within which housing is being proposed. Respondents highlighted the need for an emphasis on quality, for instance developing to Lifetime Homes Standards.

Preferred approach

- 13.23 It is important that the market is able to react to changes in economic circumstances and patterns of demand. However it is also important to guard against any drift towards relative shortfalls or excesses of supply of particular dwelling sizes that reflect the short-term aspirations of developers rather than longer-term community interests. The preferred approach, therefore, is to have a flexible policy framework that establishes basic principles and objectives, e.g. placing an emphasis on providing 2 and 3 bed houses and prioritising affordable housing, with in-built checks to ensure that new development supports the creation of a balanced housing market across the District.
- 13.24 A number of suggestions put forward as part of the consultation exercise have been adopted, for instance, encouraging family homes, taking account of local circumstances and incorporating some flexibility into policy. A number of others were considered and rejected, for example, only allowing affordable housing.

Preferred option

**Policy CP16 Housing Priorities**

**The City Council will address the housing needs of the District by:**

- a. giving priority to affordable housing within the overall provision of new housing; and**
- b. ensuring all new dwellings meet a wide range of community requirements, including building to Lifetime Homes standards.**

**Policy CP17 Housing Mix**

**Residential development should provide a range of dwelling types and sizes, particularly on larger sites. A significant proportion of homes should be in the form of 2 and 3 bed family houses (Table 5 indicates current requirements), unless local circumstances indicate an alternative approach should be taken, including where there is an imbalance of housing types and sizes in particular parts of the District.**

- 13.25 Further guidance and policy will be provided where necessary in future Development Plan or Supplementary Planning Documents. These may set out more detailed objectives and criteria to inform mix, including design and quality criteria and the methodology for correcting drifts over the plan period to particular housing types that do not meet local needs.

How is this going to be achieved?

- 13.26 It is envisaged that the majority of development will be by market housebuilders, however a significant proportion of dwellings will be delivered by Registered Social Landlords either by developing sites themselves or in partnership with market housebuilders. The strategic relationships that the

Council has will be central to the delivery of new homes, in particular with the Hampshire Alliance for Affordable Housing (HARAH), the Partnership for Urban South Hampshire (PUSH) and the Homes and Community Agency (HCA). In Strategic/Major Development Areas throughout the PUSH sub-region the Council will need to work closely with neighbouring local authorities and, throughout the whole District, with infrastructure providers and regulators.

- 13.27 Monitoring of housing delivery will be carried out as part of Annual Monitoring Report. The Winchester Housing Board, which includes various stakeholders and forms part of the Winchester District Strategic Partnership, will have a central role in monitoring.

### **Affordable Housing Provision**

#### Background

- 13.28 Government policy wishes to see homes provided that meet the needs of the whole community in terms of tenures and price ranges, with affordable housing provided as an integral part of communities, in both urban and rural areas. The South East Plan and Regional Housing Strategy require local planning authorities to provide for a sufficient quantity and mix of housing, including affordable housing in rural areas to ensure the long term sustainability of rural communities. They place emphasis on increasing supply (to 35% of overall supply) of the right type and size of sustainable affordable housing, including family homes and those for social rent, which they consider should form approximately 70% of affordable supply.
- 13.29 Housing affordability is one of the biggest challenges facing the District and increasing the supply of affordable housing is a key priority for the Sustainable Community Strategy and LDF. The Strategic Housing Market Assessment carried out in 2007 estimated that there will be a shortfall of 440 new affordable homes per year (a figure which is likely to underestimate the level of need). It identified a particular need for homes for social rent and for family homes. New development needs to take account of changing community needs and the particular affordability and supply problems suffered in rural areas. Without an increase in supply, affordability will worsen and the sustainability of the District's communities will be reduced.
- 13.30 The Partnership for Urban South Hampshire (PUSH) has developed a Common Affordable Housing Policy Framework to promote a consistent approach to the delivery of affordable housing in the sub-region. The Preferred Option is consistent with the aims of the Framework.

#### What you've told us

- 13.31 Consultation on the Issues and Options document revealed general support for increasing affordable housing supply and developing more creative ways of providing affordable housing, particularly in rural areas. Comments indicated a need to encourage diverse and mixed communities, to meet a mix of housing needs, to provide homes for local households, for all development to contribute towards affordable housing supply and for homes to be environmentally friendly

and meet Lifetime Homes standards. Some respondents did, however, suggest that social housing is not needed or that levels in some areas are already too high.

Preferred approach

- 13.32 The preferred approach is to maximise affordable housing provision in both urban and rural areas. The Strategic Housing Market Assessment and Sustainability Appraisal support an increase in the numbers and range of affordable housing. The Viability Study carried out for the Council in 2008 supports the removal of thresholds so all residential development contributes towards new affordable housing supply and for the level of contribution to be 40% throughout the District.
- 13.33 Preferred policy approaches allow “Local Connection Homes” to be developed on land where housing is not normally permissible. Priority for occupation of such housing is given to households with a connection to the immediate locality, for instance the local village or parish. In the lowest order settlements (Policy MTRA2 - Level 4 of the settlement hierarchy), limited ‘enabling’ development is proposed to help achieve this, recognising the social and economic benefits of allowing such development.
- 13.34 In order to encourage affordable housing development, specific targets are proposed for Local Connection Homes. Emphasis is given to ensuring the right type, size and tenure of housing is provided, with priority being attached to family houses and homes for social rent.
- 13.35 These approaches reflect a number of suggestions put forward as part of the Issues and Options consultation exercise but some others were considered and rejected. For example, keeping affordable housing thresholds (which would not result in the necessary increase in supply), increasing quotas further than proposed (which would compromise viability) and varying quotas depending on site size (which would lead to uncertainty and perpetuate the “threshold effect”).

Preferred option

- 13.36 The Strategic Housing Market Assessment (SHMA) 2007 estimated that there was a shortfall of 440 new affordable homes per year (a figure which is likely to underestimate the level of need). This figure would justify the majority of new supply being affordable housing but, having regard to the economics of provision, it is unlikely that such a level of supply is achievable. Taking account of this, as well as the levels of supply from 2006 and the South East Plan target, the aim is that 35% of all new homes developed in the Plan period should be affordable. Existing Local Plan policies will not achieve this level of provision, due to lower site thresholds and targets, therefore a 40% ‘quota’ for affordable housing provision is proposed to achieve this.
- 13.37 A variety of affordable housing sizes and types should be provided. The SHMA identifies a particular need for homes for social rent and for family homes, and priority will normally be given to the provision of affordable family houses (2 bed or larger), with the larger dwellings normally being required for social rent. The Local Authority, however, recognises that in order to promote sustainable

communities and meet a broad range of housing need alternative affordable housing types and tenures are also desirable.

- 13.38 It is important that new development meets a range of needs, including those with special or supported needs, and is flexible to meet changing needs, for instance those of an aging population and those with impaired mobility. In particular, in Major and Strategic Development Areas it will be important to create a range of provision.
- 13.39 Affordable dwellings should normally be built to Lifetime Homes Standards and meet Homes and Communities Agency standards, including the relevant Code for Sustainable Homes level. Designs, including gardens and amenity space, should take account of likely occupancy levels (including likely child densities).
- 13.40 Affordable housing should remain genuinely available to those in housing need for as long as the need exists (subject to any relevant statutory provisions). Where development relates to small rural communities as defined in PPS3, affordable housing should remain as such in perpetuity. An effective way of securing this is for the scheme to be developed and managed by a registered social landlord and for a Section 106 Planning Obligation to control the occupancy of homes permitted. Nomination and management arrangements should meet local requirements.
- 13.41 Affordable housing will be provided in a variety of ways, including on allocated and unallocated mixed tenure sites (in partnership with developers), Local Connection Homes sites and on land in public ownership. The Council will work with approved affordable housing providers (including registered social landlords, developers, landowners, the Homes and Communities Agency) and other partners including the Partnership for Urban South Hampshire (PUSH) and Hampshire Alliance for Affordable Rural Homes (HARAH) to achieve this target.
- 13.42 The City Council has adopted an Affordable Housing Supplementary Planning Document which provides more detailed guidance and will be updated as necessary.

### **Policy CP18 Affordable Housing**

**The City Council will address affordable housing needs by:**

- a. ensuring that at least 35% of all housing developed over the Plan period in the District is affordable;**
- b. prioritising the provision of affordable homes for social rent;**
- c. providing a range of affordable dwelling types and sizes whilst prioritising the provision of affordable family houses;**
- d. ensuring that affordable dwellings meet a wide range of community requirements, including building homes to Lifetime Home Standards;**
- e. setting a target of 600 'Local Connection Homes' to meet specific identified local needs; and**
- f. having regard to housing needs and the economics of provision.**

The City Council will negotiate with applicants for housing development to secure an appropriate proportion of affordable housing on a site by site basis. Policy CP19 applies to all residential development proposals which result in a net gain of residential units.

**Policy CP19 Affordable Housing - Quota Sites**

**In order to help meet affordable housing needs, all housing development which increases the supply of housing will be expected to provide 40% of dwellings as affordable housing. Normally, 70% of the affordable homes should be for social rent.**

**Affordable housing should be provided on-site, unless off-site provision would better meet priority housing needs and support the creation of mixed and balanced communities. A financial contribution in lieu of provision may be accepted where physical provision is not possible, such as on small sites.**

- 13.43 The precise number, type and tenure of the affordable dwellings will be negotiated for each development, taking into account the need for affordable housing, market and site conditions, the economics of provision and other relevant factors. In determining the nature of housing to be provided, account will be taken of affordability and relative need. Unless identified housing needs indicate otherwise, the affordable housing element should be similar in terms of type and size to the market element and well integrated and indistinguishable from it.
- 13.44 Affordable housing should normally be provided on site, but the policy allows for physical provision of dwellings off-site in the locality providing this better meets local housing needs. On smaller sites it may not be possible for all the required provision to be made on-site, in which case a financial contribution will be required.
- 13.45 As set out in PPS3: Housing, affordable housing should normally be provided without public subsidy unless it can be demonstrated that subsidy would allow the delivery of more affordable homes or an improved mix than would otherwise be possible. Where possible, any subsidy or capital released through the sale or part sale of properties should be recycled into providing additional affordable housing in the District. One of the means used to secure the implementation of affordable housing is for developers to provide serviced land free of charge.
- 13.46 Developers of schemes involving a proportion of affordable housing should consult the Affordable Housing Supplementary Planning Document and approach the Local Authority's Strategic Housing Team for advice on involving an affordable housing provider and on delivery arrangements.

### **Affordable Housing – ‘Local Connection Homes’**

- 13.47 The levels of affordable housing expected from Policy CP19 will fall well short of meeting identified affordable housing need unless further positive planning measures are introduced. New affordable housing can make a contribution towards the social and economic sustainability of communities, as well as directly meeting a household’s need. Where there is a genuine need for affordable homes to meet the needs of a particular community, the Local Authority may be prepared to release land that would not otherwise be released for housing (within or adjoining a settlement) for affordable housing. This approach applies throughout the District and the dwellings provided are additional to the estimates of housing provision in Policy CP15/Table 3.
- 13.48 Before permitting such ‘Local Connections Homes’ the Council must be satisfied that there is a need for affordable housing in the settlement or parish concerned and that this would not be met on sites where permission for housing would normally be granted. Decisions on the number, type and tenure of dwellings to be provided will be based on this evidence. Preference for occupation of the dwellings will be given to persons who live or work in, or who have strong family connections with, the settlement or parish where the scheme is proposed. On occasions it may be acceptable for a single scheme to serve more than one settlement.

### **Policy CP20 Affordable Housing – ‘Local Connection Homes’**

**On land that would not normally be suitable for housing development in accordance with Policy MTRA2, new residential development for ‘Local Connections Homes’ may be permitted where:**

- a. **the proposal meets an identified local affordable housing need that cannot be met within the settlement to which that need relates;**
  - b. **the site is well related to the existing settlement and appropriate in scale in relation to the size of that settlement;**
  - c. **the affordable housing is secured to meet long-term affordable housing needs;**
  - d. **all housing provided is affordable and meets local needs, except in Level 4 Settlements where development may incorporate a limited element of ‘enabling’ market housing (no more than 20%)**
- 13.49 Suitable sites for Local Connection Homes may be identified by the City Council, through discussions between parish/town councils and the City Council and through the community planning process. Sites that meet the criteria of Policy CP20 may be allocated for Local Connection Homes development in the Development Management and Allocations Development Plan Document.
- 13.50 On land within settlement boundaries where there is an identified local affordable housing need and where a development would achieve a

substantially enhanced level of affordable housing above usual policy requirements, exceptions may be made to other planning policies. Examples may include the early release of sites or allowing a change from other uses.

- 13.51 Schemes should always be sensitively designed and sited to respect their surroundings. Where schemes are on the edge of settlements or otherwise in the countryside, they should respect local landscape character, particularly within the East Hampshire Area of Outstanding Natural Beauty and the proposed South Downs National Park.
- 13.52 Any market homes allowed in Level 4 settlements under this policy should normally be low cost market homes, for instance small starter homes or self-build, to meet local needs.

How is this going to be achieved?

- 13.53 Most affordable housing will be delivered by specialist affordable housing providers, in particular Registered Social Landlords (RSLs), with the Council acting in both an enabling role and a regulatory role through its strategic housing and planning functions. A significant proportion of development will take place in partnership with market housebuilders (e.g. on quota sites), but there will also be the opportunity for RSLs to take a lead role in provision on Local Connection Sites and land in public ownership, as well as sites offered on the open market.
- 13.54 The Council's strategic relationships will also be central to the delivery of new homes, in particular those with the Hampshire Alliance for Rural Affordable Housing (HARAH), the Partnership for Urban South Hampshire (PUSH) and the Homes and Community Agency (HCA). The Council's Housing Strategy (and its associated delivery plans) links closely to the Sustainable Community Strategy, is regularly reviewed, and will provide more detail on delivery objectives. The Affordable Housing Supplementary Planning Document sets out more detail on implementation and will be updated as necessary. Sites for 'Local Connection Homes' development may be identified through the community planning process.
- 13.55 Monitoring of affordable housing delivery will be carried out through monitoring of the Housing Strategy. The Winchester Housing Board, which includes various stakeholders and forms part of the Winchester District Strategic Partnership, has a central role in monitoring. Monitoring targets and indicators are set out in Appendix C of this document.

**Gypsies and Travellers**

Background

- 13.56 Government guidance highlights the importance of making increased provision to meet the projected accommodation needs of gypsies, travellers and travelling showpeople. A further aim is to reduce the number of unauthorised encampments. Improved provision, in locations well related to existing settlements, can benefit social inclusion, sustainable patterns of living and the

delivery of relevant services, such as education and health care, to these specific minority groups.

- 13.57 To comply with the requirements of the 2004 Housing Act and to carry forward the Government's programme, a 'Gypsy and Traveller Accommodation Assessment' was jointly commissioned by Hampshire Local Authorities. This document, supplemented by a separate study of the distinctive requirements of travelling showpeople, provides evidence of overall need in Hampshire and has been used as an input to the partial review of the South East Plan being carried out by the South East England Regional Assembly (SEERA). The Partial Review will provide a strategic overview of accommodation needs across the region and quantify the new pitch requirements which will be directly allocated to each local authority.

#### What You've Told Us

- 13.58 Debate around the Issues and Options consultation was mainly centred on the following alternative approaches which were put forward: that existing facilities could be improved and extended; that permanent status could be given to some currently unauthorised or temporary sites or; that new gypsy and traveller sites could be identified and allocated. Each of these generated a degree of support. However, among those who expressed a preference, a majority favoured the first of these alternatives.

#### Preferred approach

- 13.59 Based on the outcomes identified in the Sustainable Community Strategy, the Sustainability Appraisal considered the social, economic and environmental implications of the alternative policy approaches for meeting the accommodation needs of gypsies and travellers which had been the subject of public consultation. Having identified certain advantages and disadvantages for each of these, the Appraisal concluded that the most sustainable strategy could be achieved through a combination of the three options.

#### Preferred Policy

- 13.60 To maintain a continued supply of land and associated accommodation, the Council considers it important to ensure that, within Winchester District, existing permitted sites for gypsies, travellers and travelling showpeople are protected from alternative forms of development which might result in their reduction or loss.
- 13.61 In terms of future new provision, and to comply with the distribution and pitch allocation requirements emerging from the South East Plan's Partial Review, the Council will work with other Hampshire authorities through the Hampshire Local Authorities Gypsy and Traveller Panel and, more locally, with neighbouring authorities in south-east Hampshire, to identify and bring forward necessary sites. If the need is established for any additional gypsy, traveller or travelling showpeople site(s) within the District, suitable locations will be identified through the Development Management and Allocations DPD. Policy CP22 establishes criteria which will be used in assessing potential site allocations and will be applied when considering planning applications. It may be appropriate to grant planning permission to an existing site which is

currently unauthorised or has only been granted a temporary permission, if it meets the criteria of Policy CP22.

### **Policy CP21 Sites for Gypsies, Travellers and Travelling Showpeople**

**The City Council will provide for the level of pitches for gypsies, travellers and travelling showpeople to be agreed through the Partial Review of the South East Plan. The location of sites, and individual planning applications, will be determined having regard to the following principles:**

- **The site should be well related to existing communities and have good access to services and amenities such as schools, shops and medical facilities, to encourage social inclusion and sustainable patterns of living;**
- **The site should be located and designed to minimise impact on the environment, the highways network and neighbouring uses;**
- **The site should have safe vehicular access from the public highway and be of sufficient size to provide for the parking, turning and servicing of vehicles.**

**Existing permitted gypsy, traveller and travelling showpeople sites within the District will be protected from alternative forms of development which would result in a net loss of land or accommodation, unless it has been established that they are no longer needed to meet identified needs.**

How is this going to be achieved?

- 13.62 Any new sites which are needed will be allocated through the Development Management and Allocations DPD. All sites considered as options for inclusion in the DPD will be assessed having regard to their likely social, environmental and economic impacts.

#### **Retention of local services and facilities**

- 13.63 A matter of specific relevance to the District is the retention of services and facilities. These can be critical in contributing to the overall sustainability of a neighbourhood, settlement, and indeed the wider rural area, by providing local facilities which help avoid unnecessary trips by car. Policy CP23 applies to a range of social and community facilities including:
- community facilities;
  - sports and recreation facilities, including allotments;
  - educational, health and care establishments;
  - premises for the emergency services, public utilities and infrastructure;
  - local pubs and shops;
  - cultural and arts facilities;
  - churches, places of worship and cemeteries.

- 13.64 Some of these facilities may be more critical in certain communities than in others, such as the village school, shop or pub.

**Policy CP22 Retention of local services and facilities**

**The City Council wishes to retain and improve the facilities and services available across the District. Development proposals should not result in harm to, or loss of, services and facilities unless it can be demonstrated that:**

- **there is no reasonable prospect of that service or facility being retained or resurrected; and**
- **the site or building is unsuitable for an alternative service or facility which would benefit the local community.**

**When considering proposals, account will be taken of:**

- **whether the service or facility is the last of its type within the neighbourhood, settlement, or rural catchment;**
- **whether the loss of the facility would have a detrimental impact upon the overall vitality and viability of the settlement.**

How is this going to be achieved?

- 13.65 The above policy will be delivered through the development management process, through consideration of individual development proposals. Further detailed policies will be set out in the Development Management and Allocations DPD, as necessary.
- 13.66 In addition, local communities have a key part to play in the evolving character and role of settlements. The City Council supports a wide range of community planning initiatives which are valuable in encouraging participation and involvement of local people in the future of their communities. The refresh of the Sustainable Community Strategy sets out the key issues for a number of the local areas within the District. The benefit of these initiatives is that they are not only identified and 'owned' by local communities, but that partner organisations' plans and strategies can be targeted, where possible, into specific actions and outcomes. Market Town Health Checks have been carried out at New Alresford, Bishops Waltham, Denmead and Wickham, and several parishes have either completed or are undertaking Parish Plans. Within Winchester Town the community of Stanmore is making steady progress towards its community plan.



## 14 **Infrastructure and Developers' Contributions**

### Background

- 14.1 As the District grows to accommodate additional development, new or improved infrastructure will be needed to ensure that the communities within it can function effectively. The Sustainable Community Strategy recognises that sustainable communities can only be achieved with the timely provision of the full range of infrastructure required. Government advice (PPS12) places significant emphasis on the need for core strategies to have a delivery strategy, and to plan for the delivery of the infrastructure required to support the additional population over the next 20 years.
- 14.2 The types of infrastructure needed will cover a wide range of local facilities and services, including:
- Transport, including public and community transport
  - Affordable housing
  - Gypsy and traveller sites
  - Education provision
  - Health facilities and social services
  - Community and recreation provision, including green infrastructure
  - Public services including water supply and waste
  - Utility services including energy sources from renewable energy
  - Flood defences
- 14.3 These types are consistent with the definition of infrastructure used in the South East Plan.

### What you've told us

- 14.4 Many responses to the Issues and Options consultation raised matters relating to the provision of infrastructure and whether there was capacity for further development, particularly in relation to schools, health provision, roads, public transport, car parking, and drainage facilities.
- 14.5 Positive comments were received supporting the option to improve the current system of developer contributions, and a tariff approach would be supported where it would simplify the process and enable speedier provision of the infrastructure improvements required.
- 14.6 No real alternatives to a developer funded contribution system were suggested, although a number of responses considered that the Government should provide more funding. The Government is providing additional funding to the PUSH area through the national New Growth Points programme. Part of this will be used to help fund the significant infrastructure improvements that will be required in this area and will therefore benefit the southern part of the District.

Preferred approach

- 14.7 Developer contributions will be needed to fund the infrastructure improvements needed by growth throughout the District. The preferred approach is to continue to use a system based on developer contributions, but with substantial improvements in the approach currently used, to enable it to fund a wider range of essential facilities and services. The improved system would need to be fair and equitable, allowing all types and sizes of development to contribute to the improvements required. It would also need to be simple to operate, but provide sufficient flexibility to achieve a range of benefits that would be well related to the communities they serve but also offer improvements to existing communities.
- 14.8 The preferred option is therefore to require developers to provide or fund the improvements necessary for their proposed developments, for the types of infrastructure set out above. Standard contributions will be set where they would simplify the process and enable the items of infrastructure to be provided as close as possible to the development they would serve. This approach would provide most flexibility and benefits in terms of sustainability, as recognised by the Issues and Options Sustainability Appraisal.

**Policy CP23 Infrastructure and Community Benefit**

**Development proposals in the District will be required to provide or contribute towards the infrastructure and services needed to support them. Where appropriate, improvements should be provided on-site as an integral part of a proposal but, where off-site provision is required, it should be provided through developer contributions, to meet the reasonable costs of provision to support that development.**

**With regard to the strategic development allocations set out under policies WT2, WT3, SH2 and SH3 of this Plan, the infrastructure requirements, delivery and funding are set out in the Core Strategy Delivery Plan.**

**Contributions will be related to the size and type of each development and the nature of the improvements required. Account will be taken of the cumulative impact of requirements on the viability of development, especially where the development meets a particular local need or provides particular benefits.**

- 14.9 Standard charges or formulae will be used, where appropriate, but the mechanism for achieving developers' contributions will be reviewed if there are changes in national policy. The use of the proposed Community Infrastructure Levy will be considered following any necessary legislation, where it would simplify procedures and enable the necessary infrastructure to be secured and provided more easily.
- 14.10 To establish a basis for the operation of this policy, the City Council is working with the infrastructure providers on the preparation of a local Infrastructure Plan, which will form part of the evidence base to the LDF. This will set out

what infrastructure improvements are required to support the proposed development in the District, their anticipated costs, when they will be needed, and who will be responsible for providing them. Contribution levels will be based on the overall costs of provision, but will take into account the availability of other sources of funding.

- 14.11 The Government is proposing the introduction of a Community Infrastructure Levy, which would be a standard charge for certain elements of infrastructure. This is not now likely to be introduced before the end of 2009, and therefore this option for seeking some contributions will be considered further when it has been incorporated in legislation and further details are known. In the meantime, the approach set out above, operated through the Infrastructure Plan, will be used to secure infrastructure improvements. A sub-regional tariff approach is being considered for the PUSH area, as the more significant infrastructure needed in that area will serve an area wider than individual Districts. The Infrastructure Plan will need to ensure that the sub-regional requirements are fully integrated as part of the overall approach.

How is this going to be achieved?

- 14.12 Improvements in infrastructure would then be achieved through the development management process, using Policy CP24 and the more detailed guidance in the Infrastructure Plan. The City Council would use both planning obligations and planning conditions to secure the required improvements or funding. The funds will then be used, together with other available sources of funding, to implement the improvements required. If the Government introduces a Community Infrastructure Levy, the Council will need to consider whether this would provide a simpler and better option for securing certain elements of infrastructure. If this is considered to be the case, an infrastructure charging schedule will be prepared for those elements that would be subject to the Levy.



15 **Implementation and Monitoring**

- 15.1 An essential element of ensuring the effectiveness of the policies and proposals set out in this Core Strategy is to measure how well they are being implemented. The spatial strategy and policies set out in the Core Strategy will be implemented through the planned investment of private and public resources, together with the City Council working in partnership with a range of organisations.
- 15.2 This requires a monitoring framework that identifies indicators and targets for the plan to be measured against through the LDF Annual Monitoring Report (AMR). This process will allow the City Council to measure how well the plan is being implemented and whether the objectives identified are being achieved. This mechanism of ensuring outcomes match and deliver objectives provides a systematic and robust means of identifying if certain matters are failing to deliver and to take alternative action if required.
- 15.3 The table at Appendix C has been derived using a number of existing targets and indicators already monitored either through the SCS, LAA, AMR and the Sustainability Appraisal, which require input from both the City Council and its partners. A number of targets and indicators may apply to more than one policy, these are highlighted where relevant.



16 **Core Strategy Delivery Plan**

- 16.1 New development creates a need to provide new infrastructure and facilities, and to mitigate the effect of the development on the surrounding area. Financial contributions will be sought from developers in line with the policy approach set out above (Policy CP24), to combine with public funding to deliver the necessary facilities and infrastructure. This will vary depending on the scale, nature and location of the development.
- 16.2 The Core Strategy requires the delivery of four key strategic sites to deliver the requisite parts of the overall strategy for the District up to 2026. Large developments such as these sites requires a significant amount of early planning and preparation through community consultation and technical studies to assess impact and prepare mitigation measures. The City Council, and its partners where relevant, will work with the developers and their agents to ensure that the best outcomes for the District and local communities are achieved. These sites will necessitate the delivery of specific items of infrastructure as set out in the table below:-

Strategic Allocation	'Necessary' projects/ items of infrastructure	Delivery/funding body	Timing and Risk
Winchester Town			
Barton Farm  Policy WT2	Provision of educational facilities including primary school , pre-school provision	Developer/Hants CC, LSP partners	Masterplan preparation to commence 2009  Delivery : 2012-2024
	Local centre and community facilities	Developer, WCC, Hants CC, LSP partners	Risk : Active developer interest with work underway on masterplanning. Low risk of development not being implemented within the plan period. Any delay would only affect the later stages of development and extend these beyond 2026. Scope to re-phase and re-allocate some housing to other sites, if necessary, as a contingency.
	Roads & related transport elements – improvements to footpaths, cycleways, public transport provision	Developer, Hants CC, public transport operators, WCC, LSP partners	
	Green infrastructure, open space, leisure and recreation provision	Developer, WCC, Hants CC, LSP partners	
	Affordable housing	Developer, RSLs, WCC	
	Water supply, drainage and waste disposal provision including SUDS	Developer, Environment Agency , utility companies	

Strategic Allocation	'Necessary' projects/ items of infrastructure	Delivery/funding body	Timing and Risk
	Provision of/connection to district heating system or renewable energy sources	Developer, WCC, LSP partners, energy supply companies	
Bushfield Camp  Policy WT3	Roads & related transport elements – improvements to footpaths, cycleways, public transport provision	Developer, Hants CC, public transport operators, WCC, LSP partners	Viability and feasibility studies to commence 2009  Delivery; 2013 onwards. Likely to extend beyond the plan period, depending on market demand.  Risk: Studies may show that development is not feasible/desirable, requiring an alternative strategy to be developed (no suitable alternative site identified). If developed, take up would respond to market demand with no target for timing of development.
	Green infrastructure, open space, recreational provision and biodiversity management and to ensure public use in perpetuity	Developer, WCC, Hants CC, LSP partners	
	Provision of/connection to district heating system or renewable energy sources	Developer, WCC, LSP partners, energy supply companies	
	Water supply, drainage and waste disposal provision including SUDS	Developer, Environment Agency , utility companies	
<b>South Hampshire Urban Areas</b>			
North of Whiteley  Policy SH3	Roads & related transport elements – improvements including provision of Whiteley Way, measures at M27 junction 9, plus footpaths, cycleways, public transport provision	Developer, Hants CC, public transport operators, WCC, LSP partners	Masterplan preparation to commence 2009  Delivery : 2012-2024  Risk: Active developer interest with work to commence shortly on masterplanning. Low risk of development not being implemented
	Green infrastructure, open space, leisure and	Developer, WCC, Hants CC, LSP partners	

Strategic Allocation	'Necessary' projects/ items of infrastructure	Delivery/funding body	Timing and Risk
	recreation provision, including management of protected/sensitive sites		within the plan period. Any delay would only affect the later stages of development. Scope to re-phase and re-allocate some housing to other sites, if necessary, as a contingency.
	Affordable housing	Developer, RSLs, WCC	
	Provision of/connection to district heating system or renewable energy sources	Developer, WCC, LSP partners, energy supply companies	
	Water supply, drainage and waste disposal provision including SUDS	Developer, Environment Agency, utility companies	
	Education – provision of 2 primary schools and 1 secondary school	Developer, Hants CC, LSP partners	
	Local centre and community facilities	Developer, WCC, Hants CC, LSP partners	
West of Waterlooville Policy SH2	Roads & related transport elements including provision of southern access road – improvements to footpaths, cycleways, public transport provision – particularly links with Waterlooville town centre and employment areas	Developer, Hants CC, public transport operators, WCC, LSP partners	Masterplan approved and planning permission granted (for 'baseline' 2000 dwellings).  Delivery : 2009-2019  Risk: Development of 'baseline' 2000 dwellings underway. Low risk of 'baseline' or 'reserve' development not being implemented within the plan period. Any delay would only affect the later stages of development. Scope
	Green infrastructure, open space, leisure and recreation provision	Developer, WCC, Hants CC, LSP partners	
	Affordable housing	Developer, RSLs, WCC	

Strategic Allocation	'Necessary' projects/ items of infrastructure	Delivery/funding body	Timing and Risk
	Local centre and community facilities	Developer, WCC, Hants CC, LSP partners	to re-phase and re-allocate some housing to other sites, if necessary, as a contingency.
	Water supply, drainage and waste disposal provision including SUDS	Developer, Environment Agency , utility companies	
	Education – provision of 2 primary schools and contributions to secondary education	Developer, Hants CC, LSP partners	
	Provision of/connection to district heating system or renewable energy sources	Developer, WCC, LSP partners, energy supply companies	

**Appendices :**



## **APPENDIX A GLOSSARY**

### **Accessibility**

The word 'accessible' is defined in the Oxford English dictionary as 'able to be reached'. Accessibility is more than transport; it is the means of access to facilities with or without travel.

### **Affordable Housing**

'Affordable housing includes social rented and intermediate housing, provided to specified eligible households whose needs are not met by the market. Affordable housing should:

- Meet the needs of eligible households including availability at a cost low enough for them to afford, determined with regard to local incomes and local house prices.
- Include provision for the home to remain at an affordable price for future eligible households or, if these restrictions are lifted, for the subsidy to be recycled for alternative affordable housing provision' (PPS3: Housing).

### **Annual Monitoring Report (AMR)**

Part of the Local Development Framework, this assesses the implementation of the Local Development Scheme and the extent to which policies in the Local Development Documents are being successfully applied.

### **Area Action Plan (AAP)**

A Development Plan Document which provides a planning framework for a specific geographical area where change is needed or anticipated. A key

feature of Area Action Plans will be their focus on implementation. They will be a primary means of delivering planned growth areas, such as the Strategic Development Areas (SDA). A key feature of Area Action Plans will be their focus on implementation.

### **Area of Outstanding Natural Beauty (AONB)**

A designation made, under the National Parks and Access to the Countryside Act 1949, to an area of countryside, the natural beauty of which it is desirable to conserve and enhance.

### **Biodiversity**

The range and diversity of life (including plants, animals and micro-organisms), ecosystems and ecological processes.

### **Brownfield Land/Sites**

Previously developed land. Land or sites containing permanent structures and associated development, such as car-parking, which can be redeveloped for other uses.

### **Code for Sustainable Homes**

A framework which measures the environmental sustainability performance of new homes, against a range of criteria and standards.

### **Core Strategy**

A Development Plan Document which sets out the spatial vision and

objectives for the future of Winchester District up to 2026, with the strategic policies necessary to deliver that vision.

### **Development Management and Allocations**

A Development Plan Document forming part of the LDF covering the allocation of smaller sites for a range of uses together with detailed policies to be used in development management decisions.

### **Development Plan**

This comprises the South East Plan, the Minerals and Waste Development Framework and the Winchester Local Development Framework.

### **Economic Strategy (2009-2019)**

An Economic Strategy for 2009-2019 is currently being prepared and will become the principal means by which the City Council's economic vision and plans will be turned into practical outcomes for people and businesses throughout the District.

### **Environmental Impact Assessment (EIA)**

A process by which information about the environmental effects of a project is collected, by the developer or others, and taken into account by the local planning authority in determining planning applications. Project types which should be subject to an EIA are listed in the Town and Country Planning (Environmental Impact Assessment) Regulations 1999.

### **Equality Impact Assessment**

A recognised procedure to examine the impact of draft policies on

gender, age, race, disability and health, sexuality, religion and belief together with other, more specific categories such as those on low incomes, with caring responsibilities or living in rural areas.

### **Evidence Base**

The evidence base is a collective term for the documents, studies, reports and community feedback used to support the LDF.

### **Flood Zones**

Depict how flood risk varies over different areas of land. Flood Zone 3 has a high (1 in 100 year or greater) probability of river flooding; Flood Zone 2 has a medium (less than 1 in 100 year) probability of river flooding; Flood Zone 1 has a low (less than 1 in 1000 year) probability of flooding.

### **Front Loading**

Engaging/consulting with the community in the gathering of evidence and 'Live for the Future' and the analysis of information on which the Core Strategy is based.

### **Government Office for the South East (GOSE)**

The regional representative of central government.

### **Green Collar Sector**

A relatively new and expanding sector which includes a range of jobs, skills and eco-technologies servicing both environmental and sustainable industries.

### **Green Infrastructure (GI)**

Encompasses the physical environment within and between

settlements across the District and comprises a network of multi-functional natural and semi-natural areas which enhance quality of life, personal health and community well-being and help facilitate sustainable travel, green tourism and adaptation to climate change.

### **Greenfield Land/Sites**

Land or sites which have not previously been developed or which were developed but have now blended back into the landscape.

### **Habitats Regulations Assessment (HRA)**

The European Habitats Directive (92/43/EC) requires 'appropriate assessment' of plans and projects that are, either alone or in combination with other plans and projects, likely to have a significant impact on national and international designated sites.

### **Hampshire Minerals and Waste Core Strategy**

Policies and proposals for the development of mineral resources and sustainable waste management across Hampshire are set out within this document which cover elements such as sustainable design, construction and demolition and forms part of the Winchester LDF for these matters.

### **Housing Market Assessment**

See Strategic Housing Market Assessment (SHMA).

### **Infrastructure**

A range of services and facilities necessary for development to take

place, and may include :- transport matters (roads, public and community transport), affordable housing, education provision (pre-school, primary, secondary etc), health and social services, community and recreation provision (open space, built leisure, community facilities etc, including green infrastructure, public services including water supply and waste, utility services (electricity, gas and renewable energy sources), flood defences. etc.

### **Issues and Options**

A stage in the preparation of development plan document production, which includes consulting on a range of issues and alternative options.

### **Local Area Agreement (LAA)**

LAAs set out the priorities for a local area agreed between central government and a local area (the local authority and local strategic partnership) and other key partners at the local level e.g. Hampshire LAA

### **Local Connections Housing**

A housing policy approach which can permit development on land where housing is not normally permissible. Priority for occupation is given to households with an established connection to the immediate locality. In the District's lowest order settlements limited 'enabling' development could be allowed, specifically to achieve this type of affordable housing, together with the resulting social, community and economic benefits which it would bring.

### **Local Development Document**

A generic name given to all constituent documents of the local development framework.

**Local Development Framework (LDF)**

The name for the portfolio of Local Development Documents. These consist of Development Plan Documents, Supplementary Planning Documents, a Statement of Community Involvement, the Local Development Scheme and Annual Monitoring Reports, produced by the Local Planning Authority.

**Local Development Scheme (LDS)**

This sets out the programme and timetable for the preparation and production of Local Development Documents.

**Local Gap**

An area of countryside designated by the Local Planning Authority as a means of conserving the separate identity of settlements. Local gaps are defined in the Local Plan to preserve the separate identities of smaller settlements at risk of coalescence and cover locally important areas of open and undeveloped land.

**Local Reserve Sites**

Sites held in reserve for extensions to WDLP Review (2006) Policy H3 settlements. They will only be released if monitoring of the housing requirement shows that housing provision will not be achieved by other sources. Local Reserve Sites are subject to countryside policies unless and until the Local Planning Authority

identifies a need for them to be released for housing.

**Local Strategic Partnership (LSP)**

See Winchester District Strategic Partnership (WDSP).

**Local Transport Plan (LTP)**

A strategy produced by Hampshire County Council which outlines the policy approach to planning for transport.

**Low Carbon Technologies**

Technologies which generate heat or power more efficiently. They are called 'low carbon' because they result in reduced CO2 emissions. These include geothermal and ground source heat pumps, fuel cells, gas-fired CHP or other district heating systems.

**Major Development Area (MDA)**

An area identified in the Hampshire County Structure Plan (Review) and Winchester District Local Plan Review (2006) for large-scale, mixed-use development (2000 or more homes).

**Natural Greenspace**

Natural England (formerly English Nature) has proposed national guidance on an Accessible Natural Greenspace Standard. This proposal emphasises the significance of and importance attached to natural green spaces such as accessible countryside, riverside walks and woodlands.

**National Park**

An area designated under the National Parks and Access to the

Countryside Act 1949 (as amended). The statutory purposes of National Parks are conservation of the natural beauty of the countryside and the promotion of its public enjoyment.

### **Open Space**

Defined in the Town and Country Planning Act 1990 as land laid out as a public garden, used for the purposes of public recreation, or which is disused burial ground. It should be taken to mean all open areas of public value, including water areas, which offer important opportunities for sport and recreation, and can also act as a visual amenity.

### **Open Space Strategy**

The City Council currently prepares, each year, an Open Space Strategy for the District which specifies the amount and types of facility currently available, together with an assessment of levels of deficiency.

### **Partnership for Urban South Hampshire (PUSH)**

A sub-regional Partnership of 11 local authorities from the New Forest in the west to Havant in the east, set up to co-ordinate economic development, transport, housing and environmental policy within South Hampshire.

### **Regional Planning Guidance (RPG)**

Guidance issued by the local Government Office setting out Government policy to guide development in the region and provide a framework for Structure Plan reviews. Regional Planning Guidance for the South East was

published in March 2001, and will be replaced by the South East Plan.

### **Regional Economic Strategy (RES)**

The Regional Economic Strategy (RES) sets out how the South-East aims to deliver sustainable prosperity. The RES is produced by the South East England Development Agency (SEEDA) but is a strategy for whole of the South East. Currently the Regional Assembly (SEERA) is working with SEEDA to produce a delivery plan for both the South East Plan and the Regional Economic Strategy.

### **Regional Spatial Strategy (RSS)**

This sets out the region's strategic policies, in relation to the development and use of land and forms part of the development plan for each local planning authority area. For the South East Region the RSS will be The South East Plan and replaces the Regional Planning Guidance.

### **Renewable Energy/Resources**

Energy forms/resources that occur naturally and repeatedly in the environment, such as wind and solar power. Combustible or digestible waste materials are also regarded as renewable sources of energy.

### **Rural Exception Sites**

Small sites, within and adjoining existing villages, which would not otherwise be released for housing, which may be developed specifically for affordable housing, to meet local needs in perpetuity.

### **Smart Economic Growth**

Economic growth which does not require additional labour to be imported or the use of additional land. This is achieved by increasing the economic activity rate, improving the skill base of the local workforce, promoting the use of technology to increase productivity and the out-sourcing of tasks/jobs which do not have to be based in the area.

### **South East England Partnership Board**

This body came into effect in April 2009 to replace the South East England Regional Assembly (SEERA). The Board consists of local authority Leaders and, along with the South East England Development Agency (SEEDA), is responsible for advising Government on future Regional Spatial Strategies.

### **South East England Regional Assembly (SEERA)**

SEERA was replaced from April 2009 by the South East England Partnership Board. It previously considered regionally important land-use and transportation matters and provided advice to the Government for inclusion in Regional Spatial Strategies.

### **South East Plan**

The Regional Spatial Strategy for the South East. The policies within the LDF must be in accordance with this plan.

### **South Hampshire Urban Areas**

The urban-centred strategy which focuses the major greenfield development, required for the PUSH part of the District, on locations where there are already

large existing and planned housing and employment areas.

### **Spatial Planning**

This moves the focus from a traditional land-use planning approach based on the regulation and control of land to a more inclusive approach which aims to ensure the best use of land by assessing competing demands. To carry this forward social, economic and environmental factors are taken into account in producing policies or decisions which promote sustainable development and influence the nature of places and how they function.

### **Statement of Community Involvement (SCI)**

Sets out the standards which local authorities will achieve with regard to involving individuals, communities and other stakeholders in the preparation of Local Development Documents and in development control decisions. The Council's current Statement of Community Involvement was adopted in January 2007.

### **Strategic Development Area (SDA)**

A key element in the South Hampshire sub-regional housing strategy of the South East Plan. Two SDA's (in Fareham Borough and to the north and north-east of Hedge End, but with their precise form and location yet to be established) represent major greenfield development which, nevertheless, seeks to protect the identity of existing individual settlements.

### **Strategic Environmental Assessment (SEA)**

A generic term used to describe environmental assessment, as applied to plans, policies and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use'.

### **Strategic Flood Risk Assessment (SFRA)**

A SFRA should be carried out by the local planning authority to inform the preparation of its Local Development Documents (LDDs), having regard to catchment-wide flooding issues which affect the area. Policies in LDDs should set out the requirements for site-specific Flood Risk Assessments (FRAs) to be carried out by developers and submitted with planning applications in areas of flood risk identified in the plan.

### **Strategic Housing Land Availability Assessment (SHLAA)**

A key component of the evidence base needed to support the delivery of the Core Strategy. The study provides detailed information on housing land supply and aims to identify sufficient land to accommodate the District's housing need.

### **Strategic Housing Market Assessment (SHMA)**

A report considering the different types of housing required in response to predicted population change and anticipating the affordable accommodation requirements of specific groups.

### **Strategic Gap**

An area of countryside which is of special value for its role in preventing the coalescence of urban areas and protecting their separate identities. The general extent of Strategic Gaps is set out in the Structure Plan and defined in detail in the Local Plan and must only include land necessary to achieve these objectives.

### **Supplementary Planning Document (SPD)**

Provides additional information and guidance in regard to the policies in Development Plan Documents. Does not form part of the Development Plan and is not subject to public examination, but must include public consultation.

### **Sustainable Development**

There are numerous definitions of sustainable development. The most widely agreed definition comes from the 1987 Brundtland report, namely: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

### **Sustainability Appraisal (SA)**

An iterative process that commences during the early stages of plan preparation and continues through the refinement of policies prior to formal submission, to ensure that the plan's policies and proposals deliver sustainable development.

### **Sustainable Community Strategy**

The high level visioning document for an area, dealing with wide social, economic and environmental issues that affect the District. The LDF is a key delivery mechanism of the sustainable community strategy.

**Sustainable Drainage Systems (SUDS)**

An alternative approach to improving the sustainable management of water for a site, by managing rainwater runoff from buildings and hardstandings. A benefit of the system is to reduce the quantity and rate of surface water flow, running directly to rivers via stormwater networks.

**Water Framework Directive**

This European Directive (2000/60/EC), together with emerging River Basin Management Plans, looks at integrated

management of water resources, taking account of abstraction, water quality and flooding.

**Winchester District Strategic Partnership (LSP)**

The Winchester District Strategic Partnership (WDSP) is made up of a range of partnerships working in the District towards the Sustainable Community Strategy.

**Zero Carbon Development**

A development which achieves zero net CO2 emissions from energy use on site, measured on an annual basis.

## **APPENDIX B: EVIDENCE BASE**

The following documents have informed the evolution of the LDF to date :-

•	Climate Change Plan (Winchester City Council 2007)
•	Community Plans (various) <ul style="list-style-type: none"> <li>– Compton and Shawford Parish Plan 2008</li> <li>– New Alresford Market Town Health Check 2009</li> <li>– New Alresford Town Plan 2005</li> <li>– Otterbourne Parish Plan 2004</li> <li>– South Wonston Village Plan 2008</li> <li>– West Meon Parish Plan 2007</li> <li>– Whiteley Parish Plan – 2008</li> <li>– Wickham Parish Plan – 2004</li> <li>– Various village and neighbourhood design statements.</li> </ul>
•	Community Safety Strategic Assessment 2008
•	Contaminated Land Strategy (Winchester City Council 2004)
•	Cultural Strategy (Winchester City Council 2002)
•	Future of Winchester Study (Winchester City Council, 1999)
•	Gypsy and Traveller Accommodation (Hampshire County Council 2006)
•	Hampshire Children and Young People’s Plan
•	Hampshire Constabulary – LDF Community Safety Policy 2008
•	Hampshire County Council Population Projections (HCC) - <a href="http://www.hants.gov.uk">www.hants.gov.uk</a>
•	Hampshire Local Area Agreement (HCC) - <a href="http://www.hants.gov.uk">www.hants.gov.uk</a>
•	Hampshire Local Transport Plan (LTP), (March 2006) (HCC) - <a href="http://www.hants.gov.uk">www.hants.gov.uk</a>
•	Hampshire Hotel Trends Survey 2006/2007 Published April 2008
•	Hampshire PCT Healthy Horizons 2007
•	LDF Annual Monitoring Report (Winchester City Council 2008)
•	Minerals and Waste Core Planning Strategy (HCC) - <a href="http://www.hants.gov.uk">www.hants.gov.uk</a>
•	Planning Policy Statements – <a href="http://www.communities.gov.uk">www.communities.gov.uk</a>
•	PUSH - Policy Frameworks – <a href="http://www.push.gov.uk">www.push.gov.uk</a> <ul style="list-style-type: none"> <li>- Affordable Housing 2008</li> <li>- Employment Floorspace 2008</li> <li>- Gaps 2008</li> <li>- Sustainability 2008</li> </ul>
•	PUSH - Various commissioned publications/studies – <a href="http://www.push.gov.uk">www.push.gov.uk</a>
•	South Downs Management Plan (South Downs Joint Committee 2007)
•	South East Plan – Regional Spatial Strategy RSS9 (GOSE) – <a href="http://www.gose.gov.uk">www.gose.gov.uk</a>
•	Statement of Community Involvement 2007
•	Sustainable Community Strategy 2008
•	Tourism Strategy (Winchester City Council, 2005)
•	Towards a Green Infrastructure Strategy for Urban South Hampshire (TEP)
•	Tree Strategy (Winchester City Council 2006)
•	Vision for Winchester (Winchester Town Forum, 2006)
•	Winchester Air Quality Action Plan (Winchester City Council April 2006)

•	Winchester City and its Setting (Landscape Design Associates, 1998)
•	Winchester Community Safety Partnership Community Safety Plan 2008-2011
•	Winchester District Arts Strategy 2006-2009
•	Winchester District Children and Young People's Partnership Draft Action Plan 2008 – 2011
•	Winchester District Housing Needs Survey (David Couttie Associates, 2002).
•	Winchester District Landscape Character Assessment (Winchester City Council, 2004)
•	Winchester District Local Biodiversity Action Plan (Hampshire & Isle of Wight Wildlife Trust, Draft 2005)
•	Winchester District Local Plan Review (Adopted July 2006)
•	Winchester District Open Space Strategy (Winchester City Council, 2008/09. Re-published annually)
•	Winchester District Play Strategy 2007-2012
•	Winchester District Sport and Physical Activity Strategy 2006-2012
•	Winchester District Urban Capacity Study (Winchester City Council, 2001)
•	Winchester draft Older People Wellbeing Action Plan 2009
•	Winchester Housing Strategy 2008
•	Winchester Visitor and Residents Survey 2008 – Tourism South East
•	Winnall Industrial Estate Study (Winchester City Council 2007)

In addition to the above general reports a number of specific studies have been commissioned explicitly to inform LDF preparation (all can be viewed on the Council's website [www.winchester.gov.uk](http://www.winchester.gov.uk)):-

- Draft Winchester District LDF Transport Assessment (Stage 1) MVA 2008
- Green Infrastructure Technical Report 2007
- Hampshire Gypsy and Traveller Accommodation Assessment 2006 (DCA)
- Housing Market Assessment 2007 (DTZ) and Viability Report 2008
- Open Space, Sports and Recreation Study (Inspace 2008)
- Policy and Climate Change: Issues and Options
- Renewable Energy Study for Winchester District Development Framework (ESP 2008)
- Retail and Town Centre Uses Study (Nathaniel Lichfield and Partners 2007)
- Rural Facilities Audit 2008/9
- Strategic Flood Risk Assessment (Halcrow 2007)
- Sustainability Appraisal & Strategic Environmental Assessment (Enfusion)
- West of Waterlooville Strategic Allocation Assessments
- Whiteley Strategic Allocation Assessments
- Winchester District Economic and Employment Land Study Supplementary Report (SQW 2009)
- Winchester District Economic and Employment Land Study (SQW 2007)
- Winchester District LDF Transport Assessment 2007 (WSP)
- Winchester District Strategic Housing Land Availability Assessment (SHLAA) 2009
- Winchester Town Strategic Allocation Assessments

## APPENDIX C MONITORING FRAMEWORK

Policy	Spatial Objective/SCS outcome	SA/SEA objective	Indicator	Target/direction	Source
<b>SS1 - Sustainable Development Principles</b>	Health and Well Being, Safe and Strong Communities, Economic Prosperity, High Quality Environment, Inclusive Society	Building communities, Infrastructure, Housing, Economy & Employment, Transport, Health, water, waste, Climate Change, sustainable construction, Biodiversity, heritage, pollution, Landscape & Soils, Built Environment	Total amount of employment floorspace on Previously Developed Land (PDL) – by type (Core Output Indicator BD2)	To comply with Policy SP3 of SEP and national guidance of delivering 60% development on PDL.	HCC, WCC
			NI 175: Access to services and facilities by public transport, walking and cycling	% of households that can reach local facilities by foot or public transport within 30 minutes - To improve the accessibility to facilities and services	HCC, WCC
			Local accessibility (LAA Local indicator C3, details currently being developed)	Improved perception of access to key services (formula to be developed)	HCC, WCC, LSP
<b>SS2 - Requirements for major large scale</b>	Health and Well Being, High Quality Environment, Inclusive Society	Building Communities, Housing, climate change,	Percentage of dwellings completed at: Less than 30 dwellings per hectare;	Average density of Strategic Allocations should be 40 dwellings per hectare	WCC, HCC

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<b>developments</b>		water, biodiversity, built environment, infrastructure, transport, pollution	Between 30 – 50 dwellings per hectare; Above 50 dwellings per hectare (New Local Indicator)		
			Housing development delivered (Core Indicator H3 and new Local Indicator)	12,740 dwellings by 2026 within the District	WCC, HCC
			% of affordable housing completed at the strategic allocations (new local indicator, although linked to NI 155 and Core Indicator H5)	40% of completions at the strategic allocations in the plan period are to be for affordable housing	WCC, HCC and partners
<b>WT1 Winchester Town – Strategy WT2 Strategic Housing Allocation – Barton Farm, WT3 Strategic Employment</b>	Health and Well Being, High Quality Environment, Inclusive Society, Economic Prosperity	Building Communities, Transport, Economy and Employment, infrastructure, built environment,	To provide new employment floorspace within the Bushfield Camp Strategic Allocation (Core Indicator BD1 and new Local Indicator)	Amount yet to be agreed (subject to further studies)	WCC, HCC
			Indicators to assess the Winchester Town Access Plan	Yet to be decided	WCC and partners
			Total amount of additional	To diversify the local	WCC, HCC

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<b>Allocation Bushfield Camp</b>  <i>See also SS1, SS2, and core policies</i>		landscape and soils	employment space – by type (Core Output Indicator BD1 and new Local Indicator)	economy (details to be developed)	
<b>SH1 South Hampshire urban areas Development Strategy</b> <b>SH2 Strategic Housing Allocation – West of Waterlooville, Policy SH3 Strategic Housing Allocation – North Whiteley</b>	Health and Well Being, High Quality Environment, Inclusive Society, Economic Prosperity	Building Communities, transport, Economy and Employment, Landscape and soils, built environment	Housing development delivered (Core Indicator H3 and new Local Indicator)  Number of developments permitted in designated gap (between Hedge end SDA, Curdridge and Durley) per annum (New Local indicator)	About 3000 dwellings at West of Waterlooville (2500 in Winchester District), of which 2000 are currently permitted (1500 in Winchester) and 1000 reserved. Up to 3000 dwellings at North Whiteley.  Minimise development in the settlement gaps to that which does not physically or visually diminish the gap	WCC, HCC  Planning applications

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<p><b>SH4 North/North-East Hedge End SDA</b></p> <p><b>SH5 North Fareham SDA</b></p> <p><i>See also SS1, SS2, and core policies</i></p>					
<p><b>MTRA 1 Strategy Market Towns and Rural Area</b></p> <p><b>MTRA 2 Market Towns and Rural Area Settlement Hierarchy</b></p>	High Quality Environment, Inclusive Society, Economic Prosperity, safe and strong communities	Building Communities, Infrastructure, Housing, Economy and Employment, Transport, Health, Built Environment	Number of housing completions within defined settlements in the settlement hierarchy. (new local indicator)	Number of completions up to 2026 for settlements listed in settlement hierarchy: Level 1 settlements – about 500 each; Level 2 – about 300 each; Level 3 – limited to infill and	WCC, HCC  Planning applications

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<p><b>MRTA 3 the Wider Countryside</b></p> <p><b>MRTA 4 – reuse of rural buildings</b></p> <p><i>See also CP20</i></p>			<p>Number and use of redundant rural buildings brought back into use (new local indicator)</p> <p>Number and type of development permitted outside the built-up areas of the urban areas and Level 1-4 settlements (new local indicator)</p>	<p>redevelopment within settlement boundaries; and Level 4 – Local connection Homes only</p> <p>Conversion of suitable rural buildings for employment use, community use or ‘local connections Homes’</p> <p>All development has an ‘operational need’ in the countryside</p>	

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<b>CP1: Open Space, Sport and Recreation</b>	Health and wellbeing, Inclusive society	Health, Building communities, Infrastructure	Open space and recreation facilities provided with funds received from new development (Local indicator extended)	To achieve the minimum standards for open space and built facilities in terms of area, quality and accessibility.  To increase opportunities for physical activity available to all age-groups and abilities.	WCC, HCC, town and parish councils
			Number of adults doing 30 minutes' activity 5 times a week (LAA Local Indicator F3)	To achieve the minimum standards for open space and built facilities in terms of area, quality and accessibility.	HCC, Sport Hampshire & IOW

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
			<p>Percentage of people who consider access is good. (Local Transport Plan 1)</p> <p>Local accessibility (LAA Local indicator C3, details currently being developed)</p>	Improved perception of access to key services (formula to be developed)	HCC
<b>CP2 Transport</b>	Inclusive Society, Safe and Strong Communities	Transport	Access to community transport schemes. (Sustainable Community Strategy indicator (to be developed))	Increase the take-up of Dial-A-Ride & Community transport schemes across the District	Partners
			Improve congestion (LAA LI C2)	To improve congestion at local identified hotspots and major strategic sites	HCC, WCC and partners

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
			Reduce serious and fatal road traffic accidents (NI 47)	Number of people killed or seriously injured in road accidents falls year on year	HCC, WCC and partners
<b>CP3 Economic Growth and diversification</b>	Economic Prosperity	Economy and Employment	% of new business start ups (LAA LI B1 a))	To correspond with Local Area Agreement	WCC, LSP, Economic Prosperity SOG, SEEDA
<b>CP4 Major Commercial and Educational Establishments</b>			Total amount of additional employment space – by type (Core Output Indicator BD1)	To meet South East Plan target	
			Total amount of employment floorspace on PDL – by type (Core Output Indicator BD2)	To comply with Policy SP3 of SEP and national guidance of delivering 60% development on PDL.	WCC, HCC
			Employment land available – by type (Core Output Indicator BD3)	To bring forward employment sites identified in the Core	WCC, HCC

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
				Strategy and Development Management and Allocations DPD	
			% of major new commercial and educational establishments in rural areas with a masterplan prepared prior to development (new local indicator).	All relevant developments to prepare a masterplan	WCC
<b>CP5 Green Infrastructure</b>  See also <b>CP1</b>	Social Inclusion, Health and well being, High Quality Environment	Building Communities, Infrastructure, Transport, Health, Climate Change, Biodiversity, water	Change in areas of biodiversity (Core output Indicator: E2)	No net loss to areas of biodiversity importance	HBIC
<b>CP6 Biodiversity</b>	High Quality Environment	Biodiversity	Improved local biodiversity (NI 197)	Increase or maintain BAP habitats	HBIC

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<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
			Local indicators of priority habitat and priority species	Increase or maintain BAP habitats	HBIC
<b>CP7 Flooding, Flood Risk and the Water Environment</b>	High Quality Environment	Water, biodiversity, pollution	Number of planning permissions granted contrary to EA advice on flooding and water quality grounds (Core Indicator E1)	Minimise flood risk over the Plan period. Require proposals over 10 dwellings and 1000sqm to include flood risk assessments	EA.
<b>CP8 cultural heritage and landscape character</b>	High Quality Environment	Built Environment, Heritage, landscape and soils	Percentage of Conservation Areas with a Conservation Area Appraisal (local indicator)	To be defined	WCC, EH,
			Percentage of Conservation Areas with a Management Plan(local indicator)	To be defined	WCC, EH,
			Number of Buildings at Risk in the District (local Indicator)	Reduce the number of Buildings at Risk	WCC, EH,

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<b>CP9 South Downs National Park/Area of Outstanding Natural Beauty</b>	High Quality Environment	Landscape and Soils	Safeguard AONB/National Park from inappropriate development – number of planning permissions within AONB (new local indicator)	To be defined	WCC, SDJC
			Change in the important or sensitive habitats or species identified in the Hampshire Biodiversity Action Plan (new local indicator)	Maintenance of habitats and nature conservation features for BAP species	HBIC
<b>CP10 Settlement Gaps</b>	High Quality Environment	Landscape and soils	Number of developments permitted in designated gaps (to be set out in the Development Management and Allocations DPD) per annum (New Local indicator)	Minimise development in the settlement gaps to that which does not physically or visually diminish the gap	Planning applications
<b>CP 11 High quality sustainable design</b>	High Quality Environment, Safe & Strong Communities	Sustainable Construction, Built Environment	Core indicator H6: Building for Life Assessments	To increase the number of schemes achieving a Building for Life Award	WCC
			Number of dwellings completion	100% of all new	WCC

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<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
			conforming to Code for Sustainable Homes and BREEAM levels applicable at time (New Local Indicator)	housing	
<b>CP12 Ensuring the effective use of land</b>	High Quality Environment	Housing, built environment	New Local Indicator: Percentage of dwellings completed at: Less than 30 dwellings per hectare; Between 30 – 50 dwellings per hectare; Above 50 dwellings per hectare	Average density per annum should be 30 dwellings per hectare or more (40% at Strategic Allocations).	WCC, HCC
<b>CP13 Sustainable Low and Zero Carbon Built Development</b>	High Quality Environment	Water, Waste, Climate Change, and Sustainable Construction	NI 186: Per capita reduction in CO2 emissions in the LA area	District target: 30% reduction by 2015, 40-60% reduction by 2026. LAA target: 10% reduction by 2011	WCC, WDSP, WinACC
<b>CP14 Renewable and Decentralised</b>			% municipal waste sent to landfill	To reduce waste and	HCC

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<b>Energy</b>			(LAA National Indicator 193)	improve recycling facilities	
			NI 188: Planning to Adapt to Climate Change	LAA Target: Level 3 by 2011.	WCC and partners
			Building for Life Assessments (Core indicator H6)	To increase the number of schemes achieving a Building for Life Award	WCC
			Renewable energy capacity installed (Core Indicator E3)	Renewable Energy Study suggested targets: 23.4MW electricity and 7.6 MW thermal by 2015; 52.8 MW electricity and 17.2 MW thermal by 2026	WCC, WDSP, WinACC

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<b>CP15 Housing Provision</b>  <b>CP16 Housing Priorities</b>  <b>CP17 Housing Mix</b>	Inclusive Society	Building communities, Housing	Dwellings completed annually (Core Indicator H1)	To deliver housing trajectory as set out in latest AMR	WCC, HCC
			5-year supply of housing land (PUSH & non-PUSH) (Core Indicator H2)	Deliverable sites for at least 5 years' house-building, based on Policy CS.16 profiles	WCC, HCC
			Mix of housing by size type and tenure (Local Indicator)	Increase the percentage of 2 and 3 bed new homes built p.a. to meet future demand (Table 2)	WCC, HCC
			Improvement in the supply the supply of accessible homes (Housing Strategy Priority)	100% of all new homes to be built to Lifetime Home Standards from 2016	WCC, HCC
<b>CP18 Affordable Housing</b>	Inclusive Society	Building communities, Housing	Number of affordable homes delivered (gross) (NI 155 and Core Indicator H5).	Year on year increase in the number of affordable housing	WCC, HCC and partners

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<b>CP19 Quota Sites</b>				completions.	
<b>CP20 Local Connection Homes</b>			To increase the supply of new homes for social rent (Housing Strategy priority). (Core Indicator H5)	At least 70% of new affordable homes built are for social rent.	WCC, HCC
			Number of Local Connection Homes completed which are affordable	600 Local Connection Homes exception sites and 'enabling' sites.	WCC, HCC
<b>CP21 Sites for Gypsies, Travellers and Travelling Showpeople</b>	Inclusive Society	Building communities, Housing	Net additional gypsy and traveller pitches (Core Indicator H4)	Pitch requirement 2006 – 2011 and 2011 – 2016 for Winchester District set in South East Plan (subject to partial review)	Planning applications , WCC, HCC
<b>CP22 retention of local services and facilities</b>	Health and Well Being, Economic Prosperity, Inclusive Society	Building Communities, Housing, infrastructure	Rural facilities service score for each named settlement in the settlement hierarchy (new local indicator)	Settlements maintain or increase their service score.	WCC.

<b>APPENDIX C MONITORING FRAMEWORK</b>					
<b>Policy</b>	<b>Spatial Objective/SCS outcome</b>	<b>SA/SEA objective</b>	<b>Indicator</b>	<b>Target/direction</b>	<b>Source</b>
<b>CP23                      Infrastructure and Community Benefit</b>  <i>See all above indicators</i>	All	All	To be established in local Infrastructure Plan	See above	All

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