

# **Winchester District Local Plan Part 1 – Joint Core Strategy**

## **Duty to Co-operate Statement**

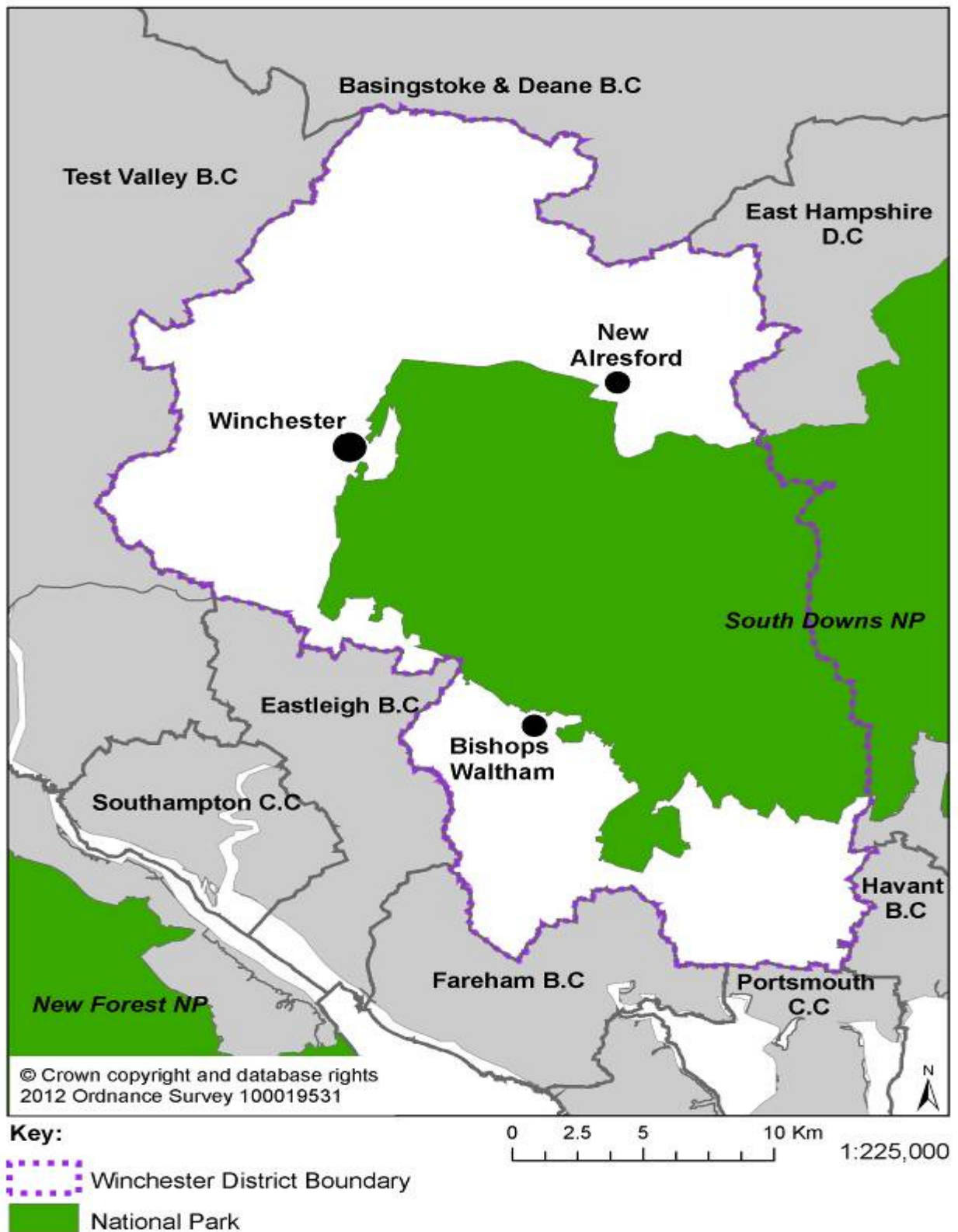
**June 2012**



## **1     Introduction**

- 1.1    Section 110 of the Localism Act sets out the new ‘duty to co-operate’, which applies to all local planning and national park authorities. In addition, the National Planning Policy Framework identifies a number of strategic priorities which it expects joint working on for the mutual benefit of neighbouring authorities.
- 1.2    Winchester District has a common boundary with a number of neighbouring local authorities, as illustrated on the following map:
- 1.3    The nature of the District and the way it functions depends upon a variety of inter-relationships with its neighbours for employment, leisure and shopping and visa versa, with the District providing access to both managed and informal recreation, including attractive open countryside and historic towns and villages.

**Map 1. Location Map**



- 1.4 The Winchester District Local Plan Part 1 – Joint Core Strategy has been prepared on an on-going basis since 2006 with a continuous relationship with both neighbouring Districts and statutory/regulatory organisations.
- 1.5 Enactment of the Duty to Co-operate on 15 November 2011 came at an advanced stage of the preparation of the Local Plan Part 1. The duty requires local planning authorities to work with neighbouring local planning authorities and Hampshire County Council in addition to those specifically named in Regulation 4 the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.6 This paper therefore sets out how Winchester City Council considers it has complied with this new requirement over the course of the preparation of the Local Plan Part 1 and how those organisations that are relevant to spatial planning in the Winchester District have been involved in the process. Considerable community and stakeholder engagement has taken place during this period and this is all documented in the Council's [Consultation Statement](#).

## **2 Formal partnerships**

### **South Downs National Park Authority**

- 2.1 The South Downs National Park Authority came into being in April 2011, following the setting up of a 'shadow authority' a year before. The Authority became the planning authority for its area at this time, including about 40% of Winchester District. The Authority has concentrated on ensuring that there was a seamless transition in relation to planning applications and decisions and this has been achieved by commissioning the existing local authorities to provide a planning management service on an 'agency' basis.
- 2.2 For plan-making, the SDNP Authority is the planning authority but does not anticipate adopting its own Local Plan until 2015. In view of the advanced stage of the City Council's Core Strategy/Local Plan Part 1 the SDNP Authority agreed that this should be developed as a joint Plan so far as it relates to the National Park. This would enable the Authority to achieve an up to date Plan in a short time, while it started to develop its own Core Strategy/Local Plan which would replace the joint Plan in due course.
- 2.3 Therefore the Local Plan Part 1 is now entitled the 'Joint Core Strategy' as it has been jointly agreed for pre-submission and submission by both the City Council and SDNP Authority. City Council and SDNP officers worked together to ensure an acceptable Plan and it was formally considered and agreed by the SDNP Planning Committee and Authority in December 2011.
- 2.4 The SDNP Authority covers all or part of 15 local authority areas in Hampshire, West Sussex and East Sussex. It has tailored its approach to suit the situation in each area, especially given its limited resources. For Winchester, where the SDNP part of the District is very rural with no large settlements and where there are strong and successful working relationships, it has adopted a 'light touch' approach. On this basis, the City Council has lead the Plan-making process with on-going liaison with the SDNP Authority as required.

### **Partnership for Urban South Hampshire**

- 2.5 Part of the 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 originally involved in PUSH and its associated cross-boundary joint working. The Council attends both officer and member led meetings held by PUSH and is active on a number of its themed groups.

- 2.6 PUSH formed in 2003 and initially comprised of the two unitary authorities, the county council and four of the district councils, in Hampshire. This expanded in 2004 to eleven councils in recognition of the value that can be gained in working collaboratively towards growing the local economy, (there are now 10 authorities in PUSH following the withdrawal of New Forest District Council in 2011). PUSH was instrumental in the evolution of the South East Plan and developed the sub-regional strategy for southern Hampshire, having been commissioned by the then South East Regional Assembly. It is seen as an exemplar in collaborative working.
- 2.7 In 2007 a formal PUSH Joint Committee was established under the Local Government Acts and this is the decision making body for PUSH. The membership consists of the Leaders of all the councils, or their nominated representative, supported by their Chief Executives and the PUSH Managing Director. Meetings of the Joint Committee are open to members of the public and its agenda, papers and reports are published.
- 2.8 Alongside the Joint Committee, an Overview and Scrutiny Committee has been established to complement and, where necessary, make recommendations to the Joint Committee and includes a nominated Councillor from each of the PUSH authorities. There are also 5 Delivery Panels, also chaired by Councillors and each with a Lead Chief Executive. These cover matters such as Housing & Planning, Economic Development and Quality Places (the City Council's Chief Executive is the Quality Places lead officer) and there are officer groups in place to develop policy and advise as necessary, for example the PUSH Planning Officers Group.
- 2.9 A number of technical studies have been commissioned and/or produced by PUSH for the sub-region covering a range of issues such as Strategic Flood Risk Assessment, Green Infrastructure, hotel provision, employment floorspace, housing market assessment, culture and climate change. All these papers can be viewed on PUSH's dedicated website <http://www.push.gov.uk/>
- 2.10 In addition, PUSH has prepared a number of theme-based sub-regional policy frameworks, to guide the preparation of Local Development Frameworks. These provide a sub-regional context for detailed policies and proposals in individual Local Development Documents and cover the following themes:-
- Affordable housing
  - Sustainability
  - Gaps
  - Employment floorspace
  - Developer contributions to provide workforce training
- 2.11 PUSH also considers and makes formal comments on individual authorities' development plan documents. A PUSH protocol is now in

place, under which representations are prepared by the PUSH Planning Officers Group, are seen by Members of the Housing and Planning Delivery Panel, before being signed-off by the Joint Committee Chairman (following consideration by the Joint Committee if necessary). PUSH responded to the Council's Pre-Submission consultation on the Joint Core Strategy and supported or commented on a few matters, they did not raise any significant concerns with the development strategy to be applied across the District.

- 2.12 PUSH is currently updating its spatial strategy which will include, amongst other matters, a revised housing requirement for the sub-region and its distribution between the partner authorities. The City Council is represented on the officer Spatial Strategy Steering Group leading this work and the updated strategy will ultimately be formally considered and approved by the Joint Committee.

### **3 Other key organisations**

#### **Transport for South Hampshire (TfSH)**

- 3.1 Transport for South Hampshire (TfSH) is PUSH's partner in delivering economic and housing growth in the sub-region and leads on addressing existing and future transport requirements. <http://www3.hants.gov.uk/tfsh>. It comprises the Highways Authorities for the area, which are Hampshire County Council and the two Unitary Authorities of Southampton and Portsmouth City Councils.
- 3.2 Transport is a key issue for many local authorities in southern Hampshire given the functionalities of the urban areas and the connectivity with the wider region.
- 3.3 TfSH has been a key organisation involved in the proposed strategic housing allocations in the Winchester Joint Core Strategy, to ensure transport issues are dealt with in a strategic manner, given the range of development proposals in southern Hampshire. The Council has worked closely with TfSH to commission a number of transport studies which have helped to develop a sub-regional transport strategy to reduce and accommodate the expected levels of traffic growth.
- 3.4 There has been a particularly close dialogue between the City Council, Hampshire County Council, TfSH and the development consortium promoting the strategic housing allocation at North Whiteley to help develop a sustainable transport strategy for the development, which aims to achieve a significant shift in modal share. This has included a dialogue to agree the parameters for the traffic modeling required to support the outline planning consent, which in turn has helped develop the transport requirements set out in Policy SH3 of the Local Plan Part 1.

#### **Local Enterprise Partnerships (LEPs)**

- 3.5 Since the introduction of Local Enterprise Partnerships (LEPs) in 2010, two have been created covering the Winchester District. Solent LEP <http://www.solentlep.org.uk/> covers that part of the District that falls within PUSH. The Solent LEP is led by the business community and supported by four university partners, the further education sector, three unitary authorities, eight District Councils, one County Council and the voluntary and community sectors. The vision for the Solent LEP is: *"to create an environment that will better deliver economic growth and private sector investment in the Solent area, allow businesses to grow, become more profitable, greener and enable new businesses to form and prosper"*.
- 3.6 The Solent LEP has resolved that it wants PUSH to continue to take the lead on developing and updating the spatial planning strategy for the area. The Council's main involvement is, therefore, with PUSH,



which has strong links with the LEP, with the PUSH Chairman and the Leaders of the two Cities being on the LEP Board.

- 3.7 The remainder of the District falls with the Enterprise M3 LEP <http://www.enterprisem3.org.uk/> which covers mid and north Hampshire and south west Surrey, and includes 14 District authorities across the two Counties. It has established a number of key action groups to explore specific issues including:-
- Finance, innovation and business support
  - Inward investment, leisure, tourism and place shaping (with inward investment and leisure/tourism/place shaping sub-groups)
  - Land and property
  - Rural economy and broadband
  - Infrastructure (with transport and planning/housing sub-groups)
  - Skills and employability
  - Growing enterprise fund
- 3.8 The vision for the Enterprise M3 is to be: *“One of the premier locations in the country for enterprise and economic growth, with an excellent environment and quality of life.”*
- 3.9 Both officers and members of the Council attend meetings and events organised by the LEP. The City Council’s Assistant Director (Economic Prosperity) chairs the Leisure, Tourism and Place Shaping sub-group, with the Council’s Head of Strategic Planning on the Planning & Housing sub-group.

### **Winchester District Strategic Partnership (WPSP)**

- 3.10 The [Winchester District Strategic Partnership](#) (WDSP) is a partnership of the major agencies in Winchester District - public, private and voluntary - who are working together to improve the quality of life for those who live, work and visit the area. This is also known as a Local Strategic Partnership (LSP). One of its key roles is to create and deliver a Community Strategy that identifies the priority issues facing Winchester District and what the partnership can do to address them. The Winchester Community Strategy identifies three key themes for action in the District – Active Communities, Prosperous Economy and High Quality Environment. These are reflected in the Local Plan Part 1 and the ‘Change Plans’ prepared for each theme include various references to the Local Plan and its spatial emphasis. Officers have liaised with the WDSP during the course of local plan preparation and have attended meetings and held workshops with the WDSP as a whole and some of its individual partners (see also the [Consultation Statement](#)).

### **Central Hampshire Local Authority partnership working**

- 3.11 The local authorities in rural central Hampshire have met on a regular basis to consider spatial planning matters. This 'Central Hampshire and New Forest Leaders Meeting' evolved to help develop the 'Rest of Hampshire' (outside PUSH) input to the South East Plan and met regularly over the period from mid-2005 to mid-2007. There are fewer cross-boundary issues in this rural part of Hampshire than in PUSH and no need was identified for the grouping to develop into a formal Joint Committee in the way that PUSH had. Most cross boundary issues were dealt with by means of joint working on evidence commissioning and policy development.
- 3.12 For example, the following components of the City Council's evidence base were developed or commissioned jointly with one or more of the other Central Hampshire authorities:
- Hampshire Gypsy and Traveller Accommodation Assessment 2006
  - Strategic Housing Market Assessment 2007 and updates;
  - Strategic Flood Risk Assessment 2007
  - Affordable Housing Viability Studies 2008
  - Open Space, Sports and Recreation Study 2008
  - Local Connections Housing Study 2010
  - Hampshire Gypsy & Traveller Needs Assessment 2012
- 3.13 There have also been regular meetings and sharing of policy experience and drafting on key issues, particularly affordable housing.

### **Hampshire Alliance for Rural Affordable Housing (HARAH)**

- 3.14 The Hampshire Alliance for Rural Affordable Housing was formed in 2005 to address the need for affordable housing in the villages of Hampshire. The founding members of HARAH are the [Hampshire Rural Housing Enablers \(RHEs\)](#), the [Homes and Communities Agency](#) and the six rural local authorities in Hampshire:
- Basingstoke and Deane
  - East Hampshire
  - Hart
  - New Forest
  - Test Valley
  - Winchester
- 3.15 The local authorities have a strategic housing responsibility to meet housing needs and oversee the allocation of affordable housing and work collectively through HARAH to both identify affordable housing needs and deliver schemes.

- 3.16 The constituent authorities have worked closely on developing rural affordable housing policies and practice. This has included discussion of emerging Core Strategy policies on affordable housing and rural exception sites across the various authorities, to ensure consistency (compatible with the different characteristics of each area) and to learn from best practice and joint research.

#### **4 Winchester District's Objectively Assessed Development Needs – Strategic Implications**

- 4.1 The Joint Core Strategy has been prepared so as to identify and meet the development needs of the Winchester District over a 20 year period to 2031. The location of the District however, suggests that the planning policy response to some of these needs may also benefit a wider area. Cooperation on planning strategically for housing and other needs has been taking place over many years as illustrated by the range of organisations highlighted above. The following discusses the key development requirements falling under the broad headings of housing, employment and retail.

##### **Housing**

- 4.2 Housing is a key requirement for local plans to address both numerically and spatially. The housing requirement proposed for Winchester District in the South East Plan remained fairly constant during the Local Plan's development. The Examination Panel Report was published in mid-2007, at the very early stage of the Local Plan, proposed 12,240 dwellings for the District in the period 2006-2026. This was split as 6,740 dwellings in the Partnership for Urban South Hampshire (PUSH) part of the District and 5,500 for the non-PUSH area. The PUSH figures were developed by the constituent PUSH authorities.
- 4.3 The SE Plan also made provision for two strategic development areas in PUSH at North Fareham (10,000 dwellings) and North/North East of Hedge End (6,000 dwellings) both requiring land within Winchester District for either development purposes or green infrastructure provision. The South East Plan was clear that the Fareham SDA would be within Fareham Borough, but with open areas to protect the separate identity of existing settlements in Winchester District. Work on the Hedge End SDA proceeded on the basis that the South East Plan requirements meant that it would be centred on Hedge End (in Eastleigh Borough) with a small part potentially being within Winchester District, depending on future capacity and constraints work. PUSH has since reviewed its strategy for the sub-region in the light of the economic downturn which has resulted in the 80,000 new homes requirement reducing to 74,000 dwellings. This has led Fareham Borough Council to reduce the number of dwellings to be delivered on its SDA. Eastleigh Borough Council has also abandoned further work on its SDA given the pending revocation of the SE Plan. Further detail on the SDA's is set out below.
- 4.4 The non-PUSH part of the District is a predominantly rural area, and there are no cross boundary issues relating to major housing development, nor any need to develop a sub-regional growth strategy. The main towns in the area are generally smaller and much more widely dispersed than in the PUSH area. Therefore, cross boundary

issues are concerned more with wider policy issues, such as the need to encourage rural affordable housing, No need has ever been identified to establish a formal joint committee or other formal arrangements, given the modest cross-boundary issues experienced. Nevertheless, most authorities in this area formed an informal Central Hampshire and New Forest group to monitor and influence the content of the SE Plan. This involved regular meetings of leading Members and officers of the authorities during the period from 2005 – 2007.

- 4.5 With the announcement of the revocation of regional strategies in July 2010, the Council undertook further community and stakeholder consultation through its Blueprint toolkit to establish local housing requirements and a locally derived housing target. This has resulted in a revised housing requirement of 11,000 dwellings over the period 2011-2031. This maintains an emphasis on housing provision in the PUSH area to support the PUSH economic growth strategy. At pre-submission consultation of the Joint Core Strategy, none of the neighbouring local authorities raised any significant issue with this revised requirement and it was supported by PUSH.

Policy CP1 of the Joint Core Strategy states:

<b>Policy CP1 - Housing Provision</b>
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**Provision will be made within the District for the provision of about 11,000 dwellings (net) in the period April 2011 to March 2031, distributed between the three spatial areas as follows:**

<b>Winchester Town</b>	<b>4,000 dwellings</b>
<b>South Hampshire Urban Areas</b>	<b>5,500 dwellings</b>
<b>Market Towns and Rural Area</b>	<b>1,500 dwellings</b>

**Approximately 7,500 of this total will be within major developments at North Winchester (2,000), West of Waterlooville (2,500) and North Whiteley (3,000). The spatial strategy for the District is set out in detail in Policies WT1, SH1 and MTRA1.**

## **Employment**

- 4.6 Updated evidence has revealed the need for an additional 15.7 hectares of employment land across the plan period District-wide. This evidence (2011) <sup>1</sup> also explored the implications for the three spatial areas in the District and acknowledged other structural changes in the economy which will have an impact on employment land needs. These include the changes in working practices such as flexible working which has occurred in recent years resulting in a lower worker

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<sup>1</sup> Review of Employment Prospects, Employment Land, Demographic Projections' DTZ July 2011

floorspace ratio of 12 sq.m compared to previous requirements of 20 sq.m per worker. This study also concluded that employment growth in the District will be driven almost entirely by the Business Services sector. Current employment allocations include around 23 hectares of consented employment land at West of Waterlooville, together with the unimplemented consents at Whiteley (both within PUSH and the locally defined South Hampshire Urban Area). The location of these allocations, whilst serving locally-derived employment needs, will contribute to the economic growth strategy for the PUSH area and both sites are considered 'strategic' in the updated PUSH economic strategy.

- 4.7 In Winchester Town, the Review highlights that employment will continue to decline with the contraction of the public sector, and looking forward, the emphasis is for a proactive economic development strategy to tap into the Town's strengths in the knowledge and creative sectors linked with its universities. The key employment need is to rebalance the local economy both from a sectoral perspective and to reduce the extremes of in and out commuting. Although Winchester is a centre for a wide part of rural Hampshire, it does not adjoin any neighbouring authorities and none have commented on the development strategy for it.

## **Retail**

- 4.8 In retail terms Winchester itself is recognised as a sub-regional shopping centre serving wider than the District's own needs. This is reflected in recent retail projections and planned retail schemes.
- 4.9 Whiteley town centre in the South Hampshire Urban Area is currently being redeveloped with the provision of 25,600 sq m of retail floorspace. Given the scale of this scheme on the edge of the District it has attracted some concern from Fareham Borough Council on the basis of potential impact on its town centre. These concerns however, have been fully investigated and tested (including referring the scheme to CLG to consider calling it in), but have not prevented the scheme from proceeding.

## **5 Proposed Strategic Allocations**

- 5.1 To address the bulk of the above objectively assessed needs the Winchester District Local Plan Part 1 – Joint Core Strategy includes three strategic site allocations under Policy WT2 (land north of Winchester); SH2 (land at West of Waterlooville) and SH3 (land at North Whiteley). These allocations are seen as key to the delivery of the development strategy for both the District and the three spatial areas that have been devised to reflect local circumstances, needs and aspirations. The sites have been chosen following extensive consultation and debate, together with an assessment of the alternatives that have been considered during the evolution of the Core Strategy.
- 5.2 Given the size and location of these three sites, the Council has specifically engaged with a range of stakeholders to undertake more detailed assessments in terms of traffic and environmental impacts, to ensure the provision of the necessary services and infrastructure and to demonstrate that the sites can be delivered. This culminated in an organised event in 2009 targeted at service providers, to examine the potential impact these sites could have on service provision, including key matters such as transport and water infrastructure, health and education. It explored with the organisations present what infrastructure would be required or how the organisations needed to address how they provided their services to accommodate the proposed developments.
- 5.3 The Winchester District Strategic Partnership hosted the event with developers and representatives from the utility companies and regulators: Primary Care Trust, registered social landlords, Police and health authorities and a range of officers from both Winchester City Council and Hampshire County Council including planners, transport planners, green infrastructure/open space officers. Appendix C12 of the Council's [Consultation Statement](#) details those organisations that attended.
- 5.4 Since then, progress with the allocation of the strategic sites has continued on an on-going basis, as set out below. A detailed background paper on each site is being prepared, to support their allocation and subsequent delivery.

### **West of Waterlooville**

- 5.5 This proposed development area straddles land within Winchester District and Havant Borough, with the majority in Winchester but immediately adjoining Waterlooville, which is in Havant. Therefore, both authorities have been working on the West of Waterlooville proposal since the late 1990's and this has involved informal officer and Member meetings as well as a formal Members Panel and subsequent Forum. This work has been ongoing from initial studies

and consultation to identify the area of search, followed by establishment of the development area, production of the masterplan and determination of the various planning applications.

- 5.6 The site is one of two that are to be implemented in the Local Plan Part 1's spatial area known as the South Hampshire Urban Areas which reflects the areas of more urban character in the south of the District lying within PUSH. Their implementation will contribute to the PUSH housing requirement for the District as set out in the South East Plan and they also aim to contribute to the PUSH economic growth strategy. Policy SH2 that allocates the site is set out in full at Appendix A to this paper.
- 5.7 West of Waterlooville has progressed over a number of years, initially being identified as a Major Development Area in the Structure Plan. It was subsequently allocated in both the adopted Winchester and Havant Local Plans. Outline Planning Consent has been granted for 3000 dwellings (about 2,450 in Winchester District and 600 in Havant Borough), and the development has now commenced. Being a development crossing two local authority areas this has from the outset involved joint working including joint committees and community consultation. The adopted Havant Core Strategy also confirms the allocation of this site.
- 5.8 To facilitate joint working across the two local authority boundaries the West of Waterlooville Forum was established, consisting of elected Members from both local planning authorities and the County Council. It provides an opportunity for members of the public, Parish Councils and local communities to engage directly with elected Members, officers and the promoters of the development. The Forum was instrumental in preparing and agreeing a shared vision for the site which was key in developing policy and allocations for the site. The Forum also played a significant role in identifying and prioritising the necessary social infrastructure required to ensure that it will become a cohesive and sustainable community integrated with its neighbouring communities.
- 5.9 Planning applications for the development have been considered at simultaneous meetings of the two Councils' planning committees. Whilst each LPA ultimately made its own decision on the proposals as they affected their area, the meetings were organised so that there was a single presentation and debate, ensuring that there was a mutual understanding of the key issues and engagement between Members before decisions were taken. The Council has a designated web page for this site where papers and discussions can be viewed [West of Waterlooville](#).



## **North Whiteley**

- 5.10 This site was identified in the Preferred Option version of the Core Strategy following an assessment of other available options. This is the second strategic allocation site within the South Hampshire Urban Area, and will contribute to the District's housing requirement and the PUSH economic strategy.
- 5.11 Policy SH3 allocating this site is set out in full at Appendix A. Development on this site will provide the opportunity to secure important infrastructure and community facilities. Development in this location is entirely within Winchester District and will impact on more of Winchester District than the neighbouring authorities of Fareham and Eastleigh Borough Councils. Nevertheless, the potential impacts are appreciated and a Forum has been created to debate and discuss both the issues and masterplanning process to ensure that the development helps to resolve existing infrastructure deficits and creates a sustainable community. Membership of North Whiteley Forum is:-
- Winchester City Council (6 representatives - including Chairman of the Forum)
  - Hampshire County Council (2 representatives)
  - Fareham Borough Council (1 representative)
  - Eastleigh Borough Council (1 representative)
  - Whiteley Parish Council (1 representative)
  - Curdridge Parish Council (1 representative)
  - Botley Parish Council (in Eastleigh) (1 representative)
- 5.12 The purpose of the Forum is to ensure that there is mutual understanding of important issues which have an impact across District Council boundaries. This will enable issues and priorities to be reflected in the detailed proposals for the masterplan which will be developed for consultation and discussion by the development interests. The Forum seeks to take cooperation beyond statutory 'consultation' into full engagement between elected Members of different Authorities so as to achieve sustainable development.
- 5.13 All meetings are held in public and meeting agendas and minutes can be viewed on the [committee pages](#) of the City Council's website.
- 5.14 Cross boundary working parties /project teams have helped developed the transport strategy, the green infrastructure strategy, and the emerging Masterplan. These have involved the County Council, as both Highways Authority and Children's Services provider, the adjoining local authorities of Eastleigh and Fareham, Natural England, the Environment Agency, and the Highways Agency. Discussions have also been held with the Primary Care Trust regarding potential health provision in the new development.

## North of Winchester

- 5.15 This site is allocated as 'reserve' Major Development Area in the adopted District Local Plan (2006), following the establishment of a requirement for such a development to the north of Winchester in the Hampshire County Structure Plan Review (2001). Work has been ongoing over many years, from initial studies and consultation to identify the area of search, followed by establishment of the development area and initial work on production of a masterplan. The site has been subject to a number of planning applications and subsequent appeals and legal challenges in recent years. It is, however, considered the most sustainable solution to accommodate the large-scale development required for Winchester itself, when considered against all the alternatives. Policy WT2 allocates the site for 3000 dwellings and is set out in full at Appendix A.
- 5.16 The North of Winchester site, also known as Barton Farm, is entirely within Winchester District and a substantial distance from any neighbouring authority. It has not, therefore, been necessary or appropriate to work jointly with other local authorities in relation to the planning of this development, other than Hampshire County Council as the Highway Authority and a major service provider.
- 5.17 In planning for this site the Council has worked with various statutory agencies, service providers and regulators and there has been considerable wider community and stakeholder engagement, as documented in the Council's [Consultation Statement](#). This has involved key agencies such as Natural England, the Environment Agency, the Highways Agency and the Primary Care Trust. Whilst they were primarily aimed at developing the outline planning application, the Council attended and helped facilitate a number of workshops organised by the developers, which influenced the development of a comprehensive masterplan to support the application.

## **6      Large Scale Developments in Neighbouring Authorities**

- 6.1      As stated previously, the South East Plan makes provision for two strategic development areas that affect the Winchester District - North of Fareham and North/north east of Hedge End. The Council has worked with Eastleigh and Fareham Borough Councils on the planning of these areas.
- 6.2      The South East Plan envisaged that the Hedge End SDA would potentially extend into Winchester District, although the majority would be in Eastleigh Borough. Therefore, Eastleigh Borough Council was the lead authority but the Council worked jointly with Eastleigh and PUSH to commission and undertake feasibility studies for the development. This included the SDA Initial Feasibility Studies (2006) and the South Hampshire SDA Deliverability Study (2008). PUSH funded the appointment of a consultant to undertake full feasibility studies, with the consultant being jointly managed by officers from Eastleigh and Winchester. This culminated in the N/NE Hedge End SDA Feasibility Report in 2010, which identified the constraints, opportunities and issues affecting the area.
- 6.3      A Project Group was set up and met regularly to coordinate joint studies and other preliminary work on the SDA, particularly the development of the Feasibility Report. The Project Group consisted of officers of both local authorities along with PUSH officers and representatives of the development/landowner interests (which included Hampshire County Council).
- 6.4      At the same time as the SDA Feasibility Report was published in July 2010 the Government announced the revocation of regional strategies. At the time, this purported to abolish the South East Plan and therefore removed the requirement for the SDA. As a result, Eastleigh Borough Council formally resolved not to plan for the SDA and no further work was undertaken on the SDA.
- 6.5      The emerging Eastleigh Borough Local Plan 2011- 2029 proposes alternative sites to meet the Borough's housing needs, which do not require any land within Winchester District to provide the housing and supporting infrastructure. The PUSH Spatial Strategy Review is addressing the issue of how any shortfall arising from the decision not to plan for the SDA, along with other changes since the South East Plan strategy for PUSH was derived, should be re-distributed. The City Council is actively involved in the Review work (see above).
- 6.6      The emerging Eastleigh Local Plan includes a proposal for a Botley bypass and land in Winchester District is currently reserved by means of a saved Local Plan policy to enable this to be completed, if it is required by the County Council as Highway Authority. The City Council is happy to maintain this safeguarding so long as it is needed, although Hampshire County Council has confirmed that there is not a transport justification for the road in the foreseeable future.

- 6.7 The Fareham SDA adjoins the Winchester District boundary. The principle of the North of Fareham SDA has been established through the South East Plan and in the adopted Fareham Core Strategy (2011), and work has already commenced on preparing an Area Action Plan to guide the development of the SDA. The City Council was a member of the Project Board, which consisted of officers of Fareham Borough Council, Winchester City Council, Transport for South Hampshire, PUSH, ATLAS, and the development interests. The Project Board discussed the proposals for the SDA and was influential in developing the policy for the SDA in the adopted Core Strategy. The City Council was also involved in a number of project groups which also helped to inform the process. Fareham is currently reviewing the governance arrangements for progressing the AAP, and the City Council is committed to working alongside Fareham to bring forward the development effectively. Policy SH4 of the Joint Core Strategy reiterates this and is set out at Appendix A.
- 6.8 Fareham is currently preparing concept masterplanning options and a Green Infrastructure Strategy to support the AAP, and the City Council has attended a number of workshops to assist this process. Details of the proposals and progress can be viewed on Fareham Borough Council's website at <https://www.fareham.gov.uk/council/departments/planning/ldf/newcomp/rop.aspx>

## **7 LDF Evidence**

7.1 A number of studies and technical reports have been commissioned throughout the evolution of the Core Strategy. The [evidence base](#) web pages list all the studies that can be viewed on line. A number of these have been commissioned with neighbouring authorities to ensure not only a consistent methodology but also to pick up matters such as housing market areas that cross administrative boundaries. Those studies jointly commissioned include:-

- Hampshire Gypsy and Traveller Accommodation Assessment 2006
- PUSH Strategic Housing Market Assessment 2006 and updates;
- Central Hampshire and New Forest - Strategic Housing Market Assessment 2007 and updates
- Strategic Flood Risk Assessment 2007
- PUSH Strategic Flood Risk Assessment 2007
- PUSH HRA Framework 2007
- Affordable Housing Viability Studies 2008
- Open Space, Sports and Recreation Study 2008
- PUSH Distribution and Logistics Study 2008
- PUSH ESCo Feasibility Study 2008
- PUSH Integrated Water Management Study 2009
- Local Connections Housing Study 2010
- PUSH Hotel Futures Study 2010
- PUSH Green Infrastructure Strategy 2010
- Hampshire Gypsy & Traveller Needs Assessment 2012

## **8 Working Partnerships**

8.1 At officer level a number of groups exist that allow discussions with fellow professionals:

- HIPOG – Hampshire & Isle of Wight Planning Officers Group
- Development Plans Group – (sub group of HIPOG)
- Planning Research Liaison Group – (sub group of HIPOG)

8.2 In addition officers from Winchester have met with fellow officers in neighbouring authorities on a regular basis to discuss emerging planning documents and/or specific issues. The Council arranged officer meetings with all neighbouring authorities in 2010, following the Preferred Option version of the Core Strategy, to check on and discuss any key issues relating to the Core Strategy and the Development Allocations DPD which was about to be commenced at that time. Further update meetings have been undertaken as necessary leading up to submission, particularly with regard to discussion of local housing requirements.

**Appendix A : Detailed Strategic Allocation Policies as included in the Pre-Submission version of the Winchester District Local Plan Part 1-Joint Core Strategy.**

**West of Waterlooville**

Policy SH2 - Strategic Housing Allocation – West of Waterlooville
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Land to the West of Waterlooville (as shown on the following map) is allocated for the development 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 should accord with Policy DS1, 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 23 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;
- provide 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.

## North Whiteley

### Policy SH3 - Strategic Housing Allocation – North Whiteley

Land to the North of Whiteley (as shown on the following map) is allocated for the development of about 3,000 dwellings together with supporting uses. The development should reflect Whiteley's predominantly wooded character and setting by maximising the opportunities presented by the substantial areas of green space within and adjoining the allocated area, which are either unsuitable for built development or needed to mitigate potential impacts on protected sites. Development proposals should be accompanied by a comprehensive masterplan which includes an indicative layout and phasing plan, and sets out details of how this will be achieved

The development should also complement and take advantage of facilities in the nearby town centre and major employment at the Solent Business Parks. It should accord with Policy DS1, 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. This will include any measures as necessary to mitigate the impact of noise and light pollution on the adjoining areas. The existing woodlands on and adjoining the site should be used to create attractive neighbourhoods with a distinctive sylvan character, improve biodiversity, provide recreational facilities including areas for children's play, and possibly be managed to as a source of renewable energy (woodfuel);
- provide for pre-school facilities, and two additional primary schools and a secondary school to accommodate the development, along with other physical and social infrastructure, including provision for primary health care in the locality to serve the new community;
- provide a comprehensive assessment of existing access difficulties affecting Whiteley, agree solutions prior to planning permission being granted, and incorporate specific proposals to ensure that these are implemented at an early stage of the development;
- undertake a full Transport Assessment to ensure that the package of mitigation measures are incorporated into the scheme, including pedestrian and cycle links, a public transport strategy and any off-site contributions as deemed necessary;
- 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 highway 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 on site and in combination with other nearby sites.
- include a Green Infrastructure Strategy which sets out measures to avoid harmful impacts and mitigate the local and wider impacts of the development. The strategy will also need to include any off-site measures required to mitigate harmful impacts on European sites.

## **North Winchester**

### **Policy WT2 - Strategic Housing Allocation – North Winchester**

Land at Barton Farm, Winchester, as shown on the following map, is allocated for the development of about 2,000 dwellings together with supporting uses. Development should accord with the Development Strategy for Winchester Town (Policy WT1), other policies in this Plan and the following site-specific requirements:

- the creation of a distinctive, well integrated suburb of Winchester Town which respects its local context, and enhances the standards of sustainable design in the locality;
- the proposal should follow an organic sequence of development, radiating from the southern urban edges of the site, with the timely provision of infrastructure and community facilities to the benefit of the new community at the earliest possible time;
- development proposals should be accompanied by a comprehensive masterplan for approval, which includes an indicative layout and phasing plan and sets out details of how this will be achieved. The masterplan should reflect the location of the site and minimise its impact on the setting of Winchester and local landscape, to incorporate the highest standards of contemporary urban design and the effective use of the site through the application of appropriate densities, layout and form;
- the development should be designed to meet the housing needs of all sectors of the community, including families, the young and older people to ensure equality and social cohesion. House types and



affordability should be matched so far as possible to the local employment base in order to reduce the need for in and out commuting;

- provision of a new local centre, with a range of shopping facilities to meet locally-generated needs, small-scale employment uses, pre-school facilities, and primary education. The potential for relocating all or some of the facilities on the current Henry Beaufort secondary school site should be investigated;
- 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. Measures to mitigate the traffic impacts of the proposed development on the strategic and local road networks should be included and funded, including the provision of a park and ride 'light' scheme within the northern part of development.
- provision of publicly accessible land to the east of the railway line to help meet requirements for green infrastructure, and to mitigate potential environmental impacts, in addition to substantial areas of on-site open space to meet all the recreational needs of the new community, including the retention and enhancement of existing routes within the site to provide links between existing and proposed green infrastructure;
- avoid harmful impacts on water resources, given the proximity of the site to the River Itchen which is designated as a European site of nature conservation interest. The development should provide a fully integrated Sustainable Drainage System to mitigate against any potential flood risk;
- protection and enhancement of landscaping and mature trees along the ridge which runs from east to west across the site, along Well House Lane and Andover Road, and within the area to the east of the railway line.
- the provision of major new structural planting, especially to soften the impact of development in views from the north and to reduce the impact of noise and light pollution arising from the development of the site.

## **North Fareham Strategic Development Area**

<b>Policy SH4 - North Fareham SDA</b>
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The City Council will cooperate with Fareham Borough Council to help develop a Strategic Development Area of between 6,500 - 7,500 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. The open and undeveloped rural character of this land will be retained through the application of Policy CP18 Gaps.