

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

**Submission June 2012**

**Background Paper – 1  
Housing Provision, Distribution and  
Delivery**

**June 2012**



**Winchester**  
City Council



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## **1. Introduction**

- 1.1. The amount and location of housing development in the District is a key topic and has generated many comments during the Local Plan process. There is rarely any consensus in the views expressed, which can often be categorised as development interests and landowners promoting greater housing provision, generally or in specific locations, with conservation interests and residents seeking reduced provision, again either generally or in specific locations.
- 1.2. Against this background it is clear that the Local Plan could never satisfy all stakeholders, although the Council has sought to achieve better understanding of the issues through the various stakeholder engagement and consultation exercises that have been undertaken. The issue of housing provision has, therefore, been subject to intense scrutiny during the Plan preparation process and the Council has always sought to ensure that its approach is justified, reflects prevailing government and regional policy and is evidence-based.
- 1.3. Housing is unique amongst the topics dealt with by the Local Plan, with a clear expectation through guidance and practice that plans will include a numerical target for housing provision, sub-divided into spatial areas as necessary, and that there is provision for adequate housing land to be maintained over the Plan period. This reflects the fact that the majority of new building over the next 20 years or so in a District such as Winchester will comprise housing and that this is seen as key to economic prosperity and community/individual wellbeing.
- 1.4. During most of the Local Plan/Core Strategy development process the expectation has been that the Plan would meet the housing targets set in the South East Plan, adopted in 2009. However, the announcements by the Coalition Government relating to the abolition of regional strategies have led the Council to develop a locally-derived housing target and spatial distribution. The evolution of Government policy and the various legal challenges to it have been of particular relevance to the development of Winchester's Local Plan, not least because of the involvement of Cala Homes and its interest in the Barton Farm site north of Winchester.
- 1.5. The City Council expects that regional strategies may have been abolished by the time of the public examination into its Local Plan, and almost certainly by the time the Plan is adopted. Nevertheless, it has succeeded in producing a Plan that remains in 'general conformity' with the South East Plan, including the strategy for the Partnership for Urban South Hampshire (PUSH) area, whilst at the same time incorporating a locally-derived housing requirement and distribution.

- 1.6. This Background Paper does not seek to respond in detail to every specific representation that has been made on the Pre-Submission Local Plan or earlier documents. Instead it covers the following key issues and in doing so addresses many of the alleged ‘soundness’ issues that have been raised:
- The requirements of legislation, government policy and guidance and how these have been taken into account and met in developing the Local Plan;
  - How the various options and alternatives have been developed and tested and why the proposed housing provision and distribution is the most appropriate;
  - The evidence that has been developed and taken into account, particularly to arrive at a locally-derived housing target and spatial distribution, and how this has been updated and cross-checked;
  - How the spatial strategy and distribution of housing has been developed and justified, taking account of the available evidence, results of consultation and other stakeholders’ strategies;
  - The prospects for delivering the proposed levels of housing and how the Council proposes to maintain an adequate supply of housing land.
- 1.7. The Paper concludes that the housing targets and distribution proposed are the most appropriate taking account of Government advice, the available evidence, the results of sustainability appraisal and the outcome of consultation. Given the range and strength of views on housing matters, the Council does not expect that all stakeholders would agree that the Plan is sound, despite its firm belief that this is the case. However at this stage of the process, the task for those that oppose the Plan’s housing provisions is not simply to say whether they find these acceptable, but to demonstrate that they are not ‘sound’ and also to set out an alternative that would itself better meet the various tests of soundness and legal compliance.

## 2. **Policy Requirements**

### Government Policy

- 2.1. Government policy was until recently set out in a series of Planning Policy Statements (PPSs), which have now been replaced by the National Planning Policy Framework (NPPF). As the PPSs were in place during the time of the Local Plan's preparation, up to and including the Pre-Submission Plan, their key provisions are summarised below.
- 2.2. **PPS 1:** 'Delivering Sustainable Development' established some of the broad objectives for development plans including, in relation to housing, to: *"ensure the provision of sufficient, good quality, new homes (including an appropriate mix of housing and adequate levels of affordable housing) in suitable locations.... to ensure that everyone has the opportunity of a decent home, in locations that reduce the need to travel"*.
- 2.3. **PPS3** dealt specifically with housing and has been the key source of Government policy during the preparation of the Local Plan. This was initially through the November 2006 version of PPS3, which was subsequently updated in June 2010 and again in June 2011. PPS3 sought the following specific outcomes from the planning system (paragraph 10):
- *"High quality housing that is well-designed and built to a high standard.*
  - *A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural.*
  - *A sufficient quantity of housing taking into account need and demand and seeking to improve choice.*
  - *Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.*
  - *A flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously-developed land, where appropriate."*
- 2.4. The following sections of PPS3 were structured to reflect these outcomes, of which bullets 3-5 above are most relevant to the matters covered by this Background Paper (level of housing, location of developments, land supply). Background Paper 2 deals with affordable housing provision, which is the subject of bullet 2.
- 2.5. With regard to the level of housing, this was initially dictated by the regional strategy (South East Plan) in accordance with the requirement in PPS3 (paragraph 34) that regional strategies should set the level of

- housing provision for the region, for at least 15 years ahead, and break this into District requirements. Following the decision to develop locally-derived housing targets, the City Council had particular regard to paragraph 33 of PPS3 concerning the level of housing provision. This is described in more detail in Section 3 of this Background Paper.
- 2.6. The *location of housing* was subject to advice in paragraphs 36-39 of PPS3, with paragraphs 38-39 being particularly relevant to developing strategy and policy at the District level. As described in Section 5 below, there has been considerable work to develop, consult on and appraise options for the location of housing and other development. There has been ongoing development of the preferred spatial strategy, taking account of work on sustainability appraisal, strategies for adjoining areas, the approach to development in rural settlements, and sustainability considerations.
  - 2.7. The advice on *land supply* was contained at paragraphs 40-67 of PPS3, which also included advice on effective and efficient use of land (relevant to housing location and density policies). PPS3 emphasised the importance of identifying deliverable and developable sites for at least 15 years from adoption of the Plan. In developing locally-derived housing targets this advice has been acted upon and the Plan period was extended beyond that of the South East Plan (to 2031). Section 6 considers in detail the deliverability of the various sources of land supply, including the strategic allocations (Background Papers will shortly be published relating to each strategic allocation), and the means by which adequate land supply will be identified, monitored and maintained.
  - 2.8. The draft National Planning Policy Framework (July 2011) was also taken into account in developing the Pre-Submission Local Plan. Its advice is much more brief than PPS3, but covers many of the same key policy requirements. The key section of the draft NPPF in relation to the Local Plan was on 'Plan-making' (paragraphs 20-52). This expected plans to be prepared on the basis that "*objectively assessed development needs should be met*" (paragraph 20) and that there are strategic policies to deliver housing requirements (paragraph 23). The requirement for a 15 year time horizon was maintained, along with the requirement to identify strategic development locations (paragraph 24).
  - 2.9. **The National Planning Policy Framework (NPPF)** was published in March 2012. This was after the publication of the Pre-Submission Local Plan, but the guidance has helped to inform the Submission Plan, with some of the changes resulting directly from the publication of the NPPF.
  - 2.10. The NPPF contains a section specifically on Plan-Making (paragraphs 150-185). This clarifies that evidence should be proportionate (adequate,

up to date and relevant) and cover economic, social and environmental matters. In particular, strategies for housing, employment and other uses should be integrated and take account of market and economic signals (paragraph 158). Paragraph 159 relates to housing requirements and includes the requirement for a Strategic Housing Market Assessment (SHMA) and Strategic Housing Land Availability Assessment (SHLAA). Both of these key elements of the evidence base have been undertaken and regularly updated.

- 2.11. Paragraphs 178-181 relate to planning strategically in order to satisfy the new 'duty to cooperate' introduced by the Localism Act in November 2011. Although only coming into effect after the drafting of the Pre-Submission Plan was largely complete, there has been extensive joint working with neighbouring authorities in relation to evidence gathering, strategy development and common policy approaches. A separate 'Duty to Cooperate Statement' has been produced to illustrate this.
- 2.12. Cooperation on planning strategically for housing and other needs has been taking place over many years. This has been formalised in the south of the District through the establishment of the Partnership for Urban South Hampshire (PUSH), of which the City Council is a member authority. PUSH developed the strategic planning vision and strategy for its area, submitted it for inclusion in the South East Plan, and achieved its incorporation into the statutory regional guidance. PUSH has established a Joint Committee, comprising the Leaders of the participating authorities, including Winchester, as its formal decision-making body. PUSH has recently commissioned work to update its spatial strategy and the Council is actively involved in this process.
- 2.13. A less formal grouping of the 'Central Hampshire and New Forest' authorities formed during the preparation stages of the South East Plan. This developed the strategic planning strategy for the 'Rest of Hampshire' area which was also submitted for inclusion in the South East Plan. However, this is a much more rural area which does not have the growth needs or potential of the PUSH area and, once the South East Plan was developed, no need was seen to formalise this grouping.
- 2.14. In the recent past, the South Downs National Park has been designated and the National Park Authority has become the planning authority for the part of the City Council's area within the National Park. The extent to which the City Council and National Park Authority are cooperating successfully is demonstrated by the fact that the Local Plan is a Joint (City Council/National Park Authority) Core Strategy.
- 2.15. The draft NPPF also contains topic-based guidance, including on housing, in Section 6 – 'Delivering a wide choice of high quality homes'. Paragraph



- 47 confirms that an evidence-based approach is required, to meet *“the full, objectively assessed needs for market and affordable housing”*, including the identification of key sites. A 5-year supply of deliverable sites should be maintained, with an allowance of 5% for choice and competition (20% for authorities with a record of persistent under delivery), and a supply of specific developable sites or broad locations for years 6-10 and, where possible, years 11-15. The expected rate of housing delivery should be shown in a housing trajectory along with a strategy to maintain a five-year supply of land. A local approach to housing density should also be set out. Section 6 of this Background Paper set out how these requirements have been addressed.
- 2.16. An allowance for windfall sites can be made if there is compelling evidence that such sites have become available and will be a reliable source of future supply (paragraph 48). This should be realistic and not include residential gardens. This allowance is new and had not previously been included in the Local Plan in view of previous government advice opposing the use of windfall sites. Section 6 below includes an assessment of the likely contribution of windfall sites, having regard to the advice in the NPPF.
- 2.17. Paragraph 50 is clear that plans should be prepared on the basis of *“current and future demographic trends, market trends and the needs of different groups”*. Paragraph 54 states that authorities should be responsive to local circumstances and needs in rural areas, in particular affordable housing, and *“whether allowing some market housing would facilitate provision of significant additional affordable housing”*. Section 3 below expands on how these requirements have been met.
- 2.18. In rural areas housing should be located so as to enhance or maintain the viability of rural communities (paragraph 55). Isolated new housing in the countryside should be avoided unless needed for agricultural workers, to bring a viable use to heritage assets, to reuse existing buildings or in cases of exceptional quality.

#### Regional Planning Guidance

- 2.19. Regional planning guidance is currently set out in the **South East Plan**. This was adopted in 2009, superseding the Hampshire County Structure Plan Review, and its later stages of development paralleled the production of the Local Plan/Core Strategy. The expectation throughout the early stages of producing the Local Plan was that it would need to meet the precise housing requirements of the South East Plan. It remains a test of legal conformity that the Plan should be ‘in general conformity’ with the South East Plan, but this only applies for as long as the regional strategy exists.

- 2.20. The housing requirement proposed for Winchester District in the South East Plan has 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, and proposed 12,240 dwellings for the District in the period 2006-2026. This was split as follows between the Partnership for Urban South Hampshire (PUSH) part of the District and the non-PUSH area:

**South East Plan Housing Requirement**

SE Plan housing requirement: PUSH	6,740
SE Plan housing requirement: non-PUSH	5,500
SE Plan housing requirement: District Total	12,240

- 2.21. The Secretary of State's Modifications to the South East Plan (July 2008) proposed a District requirement of 12,740, an increase of 500 dwellings, but this was later acknowledged to be based on a misinterpretation of the Panel Report. Therefore the South East Plan was adopted with a total requirement of 12,240 dwellings, split between the PUSH and non-PUSH areas (6,740 / 5,500), as illustrated above.

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

- 2.22. The South East Plan also included strategies for particular sub-regions where there was an emphasis on growth. Locally this relates to the PUSH sub-region, which is dealt with in Section 16 of the SE Plan. PUSH consisted at the time of 11 authorities (10 district/unitary authorities and Hampshire County Council), including Winchester City Council. It covered the southern part of the District (generally the area south of the South Downs National Park) and therefore the City Council was an active member of PUSH at both officer and Member level.
- 2.23. The PUSH strategy was developed through various officer and Member workshops, with the PUSH Planning Officers Group taking the lead role in developing the detailed sub-regional strategy. City Council officers have been active participants in the PUSH Planning Officers Group, with the Chief Executive, Portfolio Holders and Leader also being involved in other officer and Member groups, including the Joint Committee. The PUSH strategy was recommended by the PUSH authorities for inclusion in the South East Plan and the authorities jointly supported it at the Examination in Public. It was endorsed by the EIP Panel and reflected, largely as submitted, in the adopted SE Plan.
- 2.24. The PUSH strategy seeks to improve the economic performance of the area through a growth strategy including provision for 80,000 dwellings. The cities of Southampton and Portsmouth are the focus for this growth

- (the 'cities first' strategy) but substantial greenfield developments are proposed. Most notably, these include 2 Strategic Development Areas (SDAs) at North Fareham and North/North East of Hedge End, although other substantial urban extensions are also expected, such as at West of Waterlooville. The strategy is to concentrate growth in the urban areas and use existing commitments until 2016, when the SDAs and other urban extensions would come on stream.
- 2.25. Each authority has a target for housing provision in its area, or the PUSH part of it, with Winchester's being 6,740 dwellings. However, the SDAs were listed as separate targets and were not allocated to individual District totals in view of their strategic role, with each serving the eastern or western parts of the sub-region. The North Fareham SDA was proposed to be 10,000 dwellings and would serve the eastern (Portsmouth) part of the sub-region, with the North/North East Hedge End SDA being 6,000 dwellings and serving the western (Southampton) part of the area.
- 2.26. Although not allocated to individual Districts, the location of the SDAs was given some definition by the South East Plan. This made clear that the North Fareham SDA would be "*within Fareham Borough to the north of the M27 motorway*", with areas of open land to be maintained between the SDA and the existing settlements of Funtley, Wickham and Knowle (SE Plan policy SH2). The North/North East Hedge End SDA was to be "*divided between Eastleigh and Winchester on the basis of further study*" (SE Plan policy H1 footnote 7) whilst being close to Hedge End Station, maintaining the identity of existing settlements and protecting landscape quality (box accompanying policy SH2).
- 2.27. The South East Plan was, therefore, 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.
- 2.28. PUSH has reviewed its strategy for the sub-region in the light of the economic downturn. It commissioned updated economic and household projections which revised downwards the expected needs for employment and housing. PUSH adopted an Economic Strategy Refresh in 2010 based on the revised projections, which included a reduced housing requirement of 74,000 dwellings for the PUSH area in total. In view of this and other changes resulting from progress on LDFs, the proposed abolition of regional strategies and changed economic circumstances, PUSH has commissioned an updated South Hampshire Strategy. Like the South East Plan, this covers the period to 2026 but will update the PUSH

spatial strategy, including a recommended allocation of the new housing requirement (74,000 dwellings) between Districts.

- 2.29. The City Council's Head of Strategic Planning is part of the Steering Group leading the PUSH strategy review. Whilst the results of this work are not yet complete or published, it is not expected that the results of reallocating the housing requirements will significantly alter the City Council's housing requirement or necessitate a different development strategy. The Local Plan is flexible enough even to deal with significant changes in the PUSH strategy, given the difference in plan end-dates, the potential for additional capacity within the South Hampshire Urban Areas and the scope for smaller-scale development within other settlements in the south of the District.

### **The 'Rest of Hampshire' Area**

- 2.30. The South East Plan's housing requirement for the part of the District outside PUSH is 5,500 dwellings (2006-2026). The non-PUSH part of the District is not part of a sub-region and a large proportion is now within the South Downs National Park (much of it was previously in the East Hampshire AONB). Section 25 of the SE Plan deals briefly with each of the 'Areas Outside Sub-Regions'. The non-PUSH part of Winchester District is covered within policy AOSR2 and specifically mentioned at paragraph 25.22. Paragraph 25.22 deals mainly with Winchester town, referring to its role as a secondary regional centre, accessibility and constraints.
- 2.31. As a predominantly rural area, there were no cross boundary issues relating to major 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 were 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.
- 2.32. Unlike PUSH, there was no imperative for a sub-regional plan for the 'rest of Hampshire' area. Nevertheless, most authorities in this area came together to form 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. As well as seeking to influence the development of the South East Plan and monitoring its progress through the submission and examination stages, the group liaised on other issues of common interest, particularly rural issues. These included the establishment of the South Downs and New Forest National Parks, joint

working on evidence studies, rural planning issues and community planning.

- 2.33. Once the SE Plan EIP Panel Report had been published in 2007 there was no need to have regular meetings of the group, although joint working on specific evidence studies has continued, along with other informal liaison. Some of the key evidence studies that have been produced jointly with other Central Hampshire and New Forest authorities include the Strategic Housing Market Assessment (2007) and updates, Strategic Flood Risk Assessment (2007), Affordable Housing Viability Studies (2008), Open Space, Sports and Recreation Study (2008) and Hampshire Gypsy & Traveller Needs Assessment (2012).

### **3. Development of the District Housing Requirement**

#### **'Live for the Future' to Preferred Option**

- 3.1. The South East Plan was in its final stages of development during the initial stages of Core Strategy/Local Plan preparation and was adopted in May 2009. This coincided with the publication of the Preferred Option version of the Core Strategy/Local Plan. All the plan preparation work up to and including the Preferred Option was therefore undertaken on the basis that the South East Plan set the housing requirement for the District and that the requirement for general conformity with the SE Plan meant there was no scope for any significant variation from its housing requirements.
- 3.2. The SE Plan's requirements were therefore taken as a 'given' during the frontloading (Live for the Future), Issues and Options and Preferred Option stages, which covered the period 2007-2009, during which the SE Plan was finalised and adopted. The split between the PUSH and non-PUSH parts of the District was also set in the SE Plan. The approach to housing provision was, therefore, at odds with all other topics, where there was canvassing and discussion of options and scope to test different options against the evidence and results of consultation.
- 3.3. In the case of housing provision, the options were concerned only with the way in which the numbers set in the SE Plan were distributed and, even then, the PUSH / non-PUSH split had to be maintained. While the Council found this a rather incongruous position it was the only approach available in view of the legislation, regulations and Government advice existing at the time.
- 3.4. The South East Plan's requirements evolved slightly during the development of the Core Strategy, with the Secretary of State's Modifications (July 2008) proposed a District requirement of 12,740, an increase of 500 dwellings on the EIP Panel Report. This was the requirement used in the Preferred Option Core Strategy, which was developed prior to the final SE Plan being adopted and published.
- 3.5. This increase in the requirement was acknowledged by the Government to be based on a misinterpretation of the Panel Report and the South East Plan was adopted with a District requirement of 12,240 dwellings, split between the PUSH and non-PUSH areas (6,740 / 5,500), as illustrated below:

#### **South East Plan Housing Requirement**

SE Plan housing requirement: PUSH	6,740
SE Plan housing requirement: non-PUSH	5,500
SE Plan housing requirement: District Total	12,240

- 3.6. During 2009/10 the Council assessed the responses received to the Preferred Option Plan and resolved its 'recommended approaches' on all the policy areas. For housing provision (then subject to Policy CP15), this involved amending the overall requirement to match the requirements by then established in the adopted SE Plan, including the PUSH / non-PUSH distribution. Given the requirements in the SE Plan, most of the comments on Policy CP15 related to the need to update it to be consistent with the SE Plan and to the distribution of housing, as illustrated in the relevant report to the Council's Cabinet (LDF) Committee ([CAB1983\[LDF\]](#)).
- 3.7. Although there was advice at the time relating to establishing housing needs (in PPS3, paragraph 33), this related to the development of regional spatial strategies, as required by paragraph 34. The City Council had worked with other authorities in the PUSH and Central Hampshire areas to contribute to the SE Plan (see paragraphs 2.22 – 2.33 above), but had not needed to develop its own District housing requirement.
- 3.8. When the Coalition Government came into power in May 2010 it immediately announced its intention to rapidly abolish regional strategies and to give local authorities the responsibility of developing their own locally-derived housing targets. The [Secretary of State's letter of 27 May 2010](#) stated that '*decisions on housing supply (including the provision of travellers sites) will rest with Local Planning Authorities without the framework of regional numbers and plans*' and promised a formal announcement 'soon'.
- 3.9. This was followed on 6 July 2010 by an announcement of the abolition of regional strategies (subsequently found by the Courts to be unlawful) and a letter from the Government's Chief Planner to local authorities offering advice on various matters, including the following:

***10. Who will determine housing numbers in the absence of Regional Strategy targets?***

*Local planning authorities will be responsible for establishing the right level of local housing provision in their area, and identifying a long term supply of housing land without the burden of regional housing targets. Some authorities may decide to retain their existing housing targets that were set out in the revoked Regional Strategies. Others may decide to review their housing targets. We would expect that those authorities should quickly signal their intention to undertake an early review so that communities and land owners know where they stand.*

- 3.10. The City Council responded quickly, as urged by this new advice, and recommended various actions to its Cabinet LDF Committee on 22 July

2010 ([CAB2040/LDF](#)). Most important was the decision to delay publication of the next stage of the Core Strategy to allow research and consultation to be undertaken to determine local housing needs and requirements, whilst continuing to remain within PUSH and support the review of the PUSH economic strategy which was then being developed. The exercise to produce a locally-derived housing target was subsequently progressed through the Blueprint exercise, the Housing Technical Paper and consultation on Plans for Places, as discussed below.

'Blueprint', Housing Technical Paper and 'Plans for Places – After Blueprint'

- 3.11. The Council had been working towards publishing the Pre-Submission Core Strategy when it resolved to undertake work to develop a locally-derived housing target. It was, therefore, necessary to carry out an additional 'loop' of evidence gathering, research and consultation concentrated on deriving local development needs, so as to arrive at a new target for inclusion in the Plan. This was undertaken from summer 2010 to summer 2011, through 'Blueprint', the Housing Technical Paper and 'Plans for Places – After Blueprint'.
- 3.12. The Council wanted to follow the principles of localism in developing its housing target, rather than simply appearing to replace one 'top-down' target with another. It was also conscious that there had been considerable front-loading and consultation on the Core Strategy (albeit on everything apart from housing targets) and was concerned about the risk of 'consultation fatigue'. It therefore wanted to involve local people and communities so that any target would be genuinely 'locally-derived' whilst guarding against the danger of the process being dominated by particular interests (whether pro- or anti-development).
- 3.13. The solution was the [Blueprint](#) exercise, which was essentially a very simple but flexible model to enable people to discuss and arrive at a view on local development needs. What made it unique was that it did not involve consulting people on a specific 'solution' or option but asked them to consider the future needs of six 'characters' who might be represented in a typical local community. This aimed to avoid the results being dominated by views from particular groups within the community or the 'usual suspects'.
- 3.14. The Blueprint process was aimed at local communities but was equally applicable to individuals, clubs and societies, and to various 'communities of interest' as well as physical communities / settlements. Ideally each community / settlement would respond with a single agreed view on its development needs over the Plan period, but there was no set



methodology and the Blueprint model could be tailored to participants' needs and other characters could be added if desired. Sometimes a single settlement-wide response was received, especially where Parish Councils took a proactive role, while in other cases there were multiple responses (or no response) from some settlements. Overall the process was very well-received and provoked a broad response, including from people or groups that had not previously engaged in the forward planning process. Blueprint went on feature as an example of localism in action, winning a Royal Town Planning Institute (RTPI) South East Branch Award and a national RTPI Commendation for Planning Process.

- 3.15. All of the [responses to Blueprint](#) can be viewed on the web and were reported to the Council's Cabinet LDF Committee in February and April 2011 ([CAB2115\[LDF\]](#) and [CAB2148\[LDF\]](#)). Appendix A includes extracts from the above LDF Committee reports setting out the key matters raised for each of the 3 spatial areas (Winchester town, South Hampshire Urban Areas and the Market Towns and Rural Areas). Report CAB2148(LDF) summarises the issues raised in comments relating to the whole District. In general there was a good degree of consensus on the main issues and approach needed, especially for the Market Towns and Rural Area. However for Winchester Town, while the main issues were clear, there was no consensus on how to resolve them or the level of development needed.
- 3.16. Clearly there are a huge number of issues, not all of which are relevant to matters covered by the Local Plan Part 1. Nevertheless, there are a number of objectives that feature consistently in many of the comments, the key examples of which can be summarised as:
- Maintain vibrant and balanced communities
  - Sustain the local economy
  - Secure adequate and timely infrastructure provision
  - Need to provide family housing and/or more 2/3 bed housing
  - Provide more affordable / rented housing
  - Need for housing for the elderly or sheltered housing
  - Importance of retaining and improving local facilities
- 3.17. Not surprisingly, most respondents did not attempt to quantify expected development needs in their community for the next 20 years, but the responses did help to establish the priorities for the various spatial areas. It was nevertheless necessary to quantify a District housing requirement and a more technical exercise was therefore needed to achieve this. The aim was to develop and test various scenarios to see which met the priorities established through Blueprint, as well as sound sustainability and planning objectives.

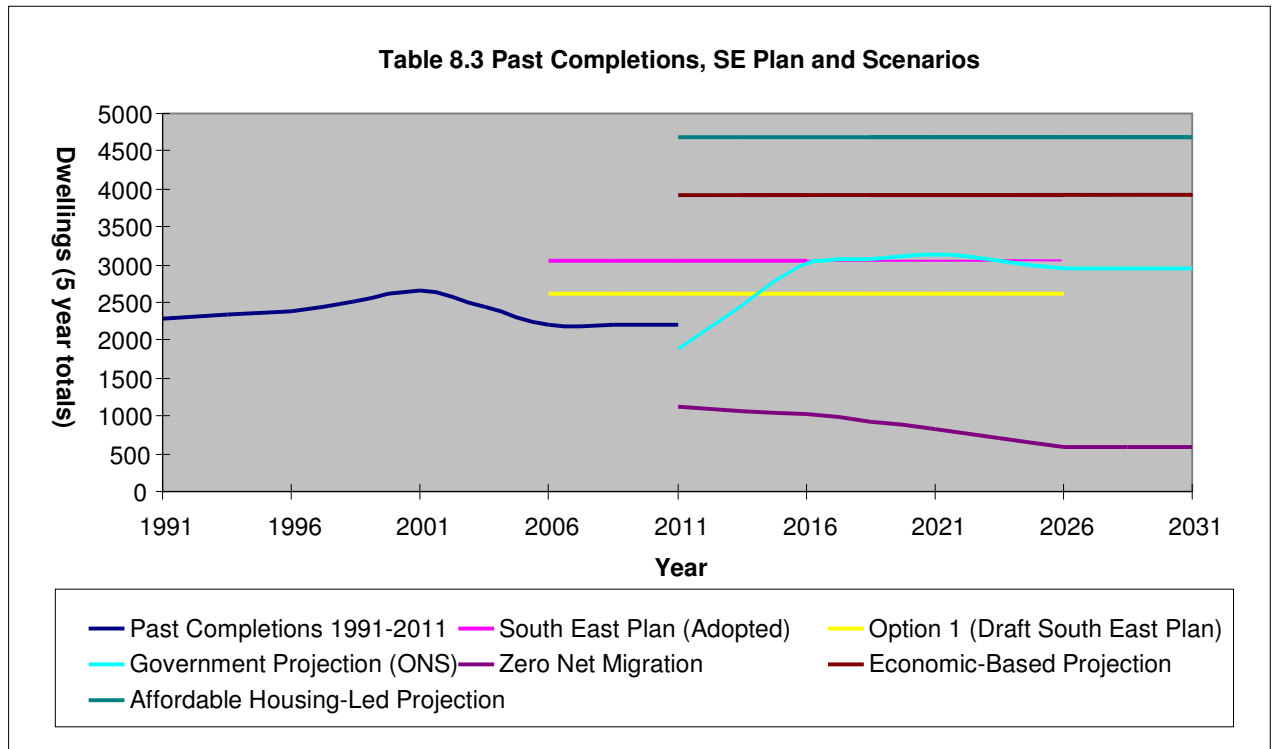
- 3.18. The [Housing Technical Paper](#) was therefore produced in order to do this and provided the link between the 'bottom-up' Blueprint responses and the establishment of a locally-derived housing requirement and distribution in 'Plans for Places'. The only detailed technical assessment of housing needs that was submitted in response to Blueprint was by Cala Homes, who had commissioned work on this by NLP Consultants for their forthcoming Barton Farm appeal inquiry. NLP had developed and tested four scenarios and, although the work was aimed largely at testing housing needs in the Winchester Town/non-PUSH area, it also produced District-level conclusions.
- 3.19. No other reasonable scenarios had been put forward through Blueprint and the Council felt that the 4 NLP/Cala scenarios formed a basis for developing and testing a District housing requirement, which it did in the Housing Technical Paper (without necessarily accepting the conclusions of the NLP work). The 4 scenarios were:
1. 'Government projections' – developed by Hampshire County Council using the Office of National Statistics (ONS) 2008-based sub-national population projections which were applied to Winchester District housing and population data using the Chelmer model;
  2. 'Zero Net Migration' – also developed by Hampshire County Council using the Chelmer model but constrained in such a way that in and out migration are balanced and cancel each other out;
  3. 'Economic-led Projection' – A projection developed by NLP based on calculating the housing needed to cater for the job growth predicted in the Council's Economic and Employment Land Study 2007;
  4. 'Affordable housing-led' – Also developed by NLP, this scenario sought to establish how much housing would be needed to generate the 375 affordable dwellings that the Strategic Housing Market Assessment update 2010 predicted was needed, assuming 30% or 40% of housing schemes would be required to be affordable.
- 3.20. The Housing Technical Paper sets out the details of each scenario and draws conclusions as to their suitability. In summary, it was concluded that:
- Scenario 1 best met the aims that had been expressed through Blueprint and the planning and sustainability objectives developed during the Core Strategy process. In particular, it would maintain a balanced population structure, result in a growing workforce and generate substantial affordable housing provision. It has an average annual requirement approximately 10% lower than the South East

Plan, which seemed realistic in terms of the changed economic climate and achievable in terms of typical development rates and market demand in the District. This scenario produced a District-level requirement of 11,000 dwellings over 20 years, averaging 550 dwellings per annum.

- Scenario 2 was rejected as it would have resulted in a declining population overall, with the numbers in every age group below 65 years old falling. This would result in a falling workforce and school age population, with harmful effects for the local economy and services. It would also be likely to exacerbate affordable housing shortfalls as it could not actually prevent migration, so it would be likely simply to increase competition (and prices) for the more limited housing stock. It would involve a substantial reduction in housing levels from what has been experienced in the recent past, requiring some 3,550 dwellings over 20 years, averaging 178 dwellings per annum.
- Scenario 3 produced a high housing requirement due to the need to generate a workforce to match the expected growth in jobs. Whilst potentially meeting economic objectives well, this scenario was based on pre-recession economic projections which produced very high projections of job growth and, therefore, was most likely to be affected by the recession. It was concluded that updated economic projections would be needed if this scenario was used and there were also doubts about its 'deliverability' given the scale of the increase over previous rates of development. Under this scenario some 15,640 dwellings were required over 20 years, an average of 782 per annum.
- Scenario 4 was found to be flawed as it projected a 5-year assessment of housing need over a 20 year period. As the 5 year need included an element to meet the existing backlog of affordable housing (which would not need to be met again once overcome), projecting this forward resulted in serious double counting of need. Although potentially beneficial in terms of affordable housing provision, this option was also felt to be too narrow as it only attached importance to the need for affordable housing, regardless of other planning or sustainability objectives. There was also uncertainty about changes to affordable housing provision and the deliverability of such high levels of housing. This scenario was not, therefore, found to be a realistic one, but would have resulted in a requirement of 18,760 – 25,000 dwellings over 20 years, or 938 – 1,250 per annum.

3.21. The Housing Technical Paper included a table (Table 8.3) which illustrated the 4 scenarios in the form of a graph and compared them to past completion rates and the requirements of the SE Plan and the 'Option 1'

figures (SE Plan as submitted). This graph is very useful in considering how realistic and, indeed, desirable the different scenarios are.



3.22. It can be seen that Zero Net Migration (Scenario 2) would involve a substantial drop in housing completions compared to previous rates, whereas the Economic-Based and Affordable Housing-Led scenarios (Scenarios 3 and 4) involve an even more substantial increase. The 'Option 1' and SE Plan figures are now out of date and are not considered to represent a sound or up to date option. The Government Projection scenario (Scenario 1) and the SE Plan requirements involve a more modest increase on recent rates of development.

3.23. Whilst previous rates of development are partly dependent on the past planning strategy and allocations, there has been a fairly consistent level of housing completions for each 5-year period over the last 20 years, as illustrated by the graph (averaging 477 dwellings per annum over the last 20 years). Obviously there have been peaks and troughs, as illustrated by Table 8.1 of the Housing Technical Paper, but this shows that annual completion levels have only rarely risen above 600 dwellings per annum or below 400. Therefore a 'natural' level of completions or market demand might be said to lie within the range of 400-600 dwellings.

3.24. Given the information on past completion rates, any scenario which produces a rate consistently outside this range would need careful

scrutiny before being adopted. The table would suggest that a significantly lower figure, such as Scenario 2, would fail to meet housing needs or market demand, or both. On the other hand, significantly higher rates may be questionable in terms of their realism or deliverability, even before considering where such development might be accommodated and its impacts. These considerations also support the selection of Scenario 1, which is more 'believable' than the other scenarios in terms of delivering the required level of housing over the Plan period and in view of current economic conditions.

- 3.25. As well as the 'technical' conclusions on the various scenarios set out above, the scenarios were considered in terms of their 'fit' with the key issues raised through Blueprint. These are summarised in paragraph 3.16 above and the table below summarises how each scenario performs against them:

**Performance of Scenarios Against Key Blueprint Issues**

<b><i>Blueprint Issue</i></b>	<b>Scenario 1 - Govt Projs</b>	<b>Scenario 2 - ZNM</b>	<b>Scenario 3 - Econ-based</b>	<b>Scenario 4 - AH-based</b>
<i>Vibrant communities</i>	Balanced population growth	Under-65 age groups declining	Increasing working age groups	Not measured but likely to meet needs
<i>Local economy</i>	Economically active slightly below job growth	Declining economically active population	Meets economically active needs	Not measured but likely to meet needs
<i>Infrastructure provision</i>	Meets needs / shortfalls	Low need but low funding capacity	Likely to meet needs / shortfalls	Possible overload?
<i>Family / 2-3 bed housing</i>	Needs can be met	Unlikely to meet needs	Needs can be met	Needs can be met
<i>Affordable housing</i>	Need not fully met within 5 years	Likely to exacerbate shortfalls	Need not fully met within 5 years?	Needs met within 5 years
<i>Housing for the elderly</i>	Needs can be met	Unlikely to meet needs	Needs can be met	Needs can be met
<i>Local facilities</i>	Provides range of users	Limits range of users	Possible overload?	Possible overload?
<b>Conclusion</b>	Performs well on almost all issues	Performs poorly or unclear on all issues	Performs well on some issues but others unclear	Performs well on some issues but many unclear

- 3.26. Consideration was also given to the compliance of the options with the advice in PPS3, which was the extant government guidance at the time. The following table illustrates that Scenario 1 was the scenario which was most compliant with the guidance in PPS3:

**Performance of Scenarios Against PPS3 Paragraph 33**

<b>PPS3 Para 33 factors</b>	<b>Scenario 1 - Govt Projs</b>	<b>Scenario 2 - ZNM</b>	<b>Scenario 3 - Econ-based</b>	<b>Scenario 4 - AH-based</b>
<i>Evidence of need/demand</i>	Meets advice - based on Gov't h'hold projections & SHMA	Fails to meet advice – not based on need / demand	Fails to meet advice – not based on housing need / demand	Partially meets advice – provides for affordable housing
<i>Evidence of land available</i>	Meets advice – SHLAA undertaken, adequate land available	Meets advice – SHLAA undertaken, adequate land available	Partially meets advice – SHLAA undertaken, adequate land likely to be available	Partially meets advice – SHLAA undertaken, adequate land may not be available
<i>Increasing affordability</i>	Meets advice – increases supply, including aff. housing	Fails to meet advice – limited supply and aff. housing	Meets advice – increases supply, including aff. housing	Meets advice – increases supply, particularly aff. housing
<i>Sustainability appraisal</i>	Meets advice – SA shows this scenario is most sustainable	Fails to meet advice – SA shows this scenario is not sustainable	Partially meets advice – SA shows this scenario has some benefits	Fails to meet advice – SA shows this scenario is not a reasonable alternative
<i>Impact on infrastructure</i>	Meets advice – Infrastructure Study shows this scenario can be served	Uncertain – infrastructure needs limited but unlikely to overcome existing problems	Uncertain – not clear whether infrastructure needs could be met	Uncertain – likely to be major infrastructure needs that may not be able to be met
<b>Conclusion</b>	Meets advice for all factors	Fails to meet advice for most factors	Partial compliance or uncertain for some factors	Limited compliance for most factors

3.27. It can be seen from the above that Scenario 1 most closely met the advice set out in the former PPS3. This was the advice existing at the time that

Plans for Places and the Pre-Submission Plan was developed. However, the draft NPPF was published following Plans for Places, and has now been finalised.

- 3.28. The draft NPPF contained similar advice to PPS3 in its section on Plan-Making (draft NPPF, paragraph 28). This was carried forward into the final NPPF, at paragraph 159. Section 4 below considers the compliance of the housing requirement with the NPPF.
- 3.29. The conclusions on the housing scenarios informed the development of 'Plans for Places – *After Blueprint*'. This was the document through which the Council consulted (in summer 2011) on the conclusions it had drawn from Blueprint and its work on generating a locally-derived housing target and distribution.

#### Pre-Submission Local Plan Part 1

- 3.30. The distribution of housing is considered in Section 5 below but, so far as the District housing requirement is concerned, Plans for Places revealed a clear and fairly even split in opinion between those promoting higher housing requirements and those suggesting a reduction. The responses to Plans for Places, including the housing questions, were reported in detail to the Council's Cabinet (LDF) Committee on 28 September 2011 ([report CAB2231\[LDF\]](#)).
- 3.31. Of those who opposed the housing figure because they considered it was too high, many cited the reference in the Housing Technical Paper to the fact that the ONS projections do not take account of the current economic situation and that the resulting requirement (11,000 dwellings over 20 years) is likely to be at the upper end of what is required (Housing Technical Paper, paragraph 4.15 and 8.10). The Council had itself recognised that this issue needed to be investigated further (Housing Technical Paper, paragraphs 4.14 and 8.10) and had commissioned DTZ consultancy to undertake an update of the Economic and Employment Land Study 2007 and to review the implications for the housing scenarios tested in the Housing Technical Paper.
- 3.32. DTZ's report ([Review of Employment Prospects, Employment Land and Demographic Projections](#)) was published in August 2011 and was therefore available to inform the Council's consideration of the responses to Plans for Places. It directly addressed the issue of whether the ONS projections were likely to under or over-estimate housing needs and discussed the issues in some detail in Section 4. It concluded that '*on balance, DTZ support the Council's conclusion that 11,000 dwellings is a reasonable basis for planning new housing provision in Winchester's Local Development Framework*' (DTZ Study paragraph 4.6.2).



- 3.33. Some of those arguing that the requirement was too high also suggested that an unrealistically low household occupancy rate of 1.5 persons per dwelling had been applied, resulting in a very high housing requirement. Committee report [CAB2231\(LDF\)](#) pointed out that this comment resulted from the respondents mistakenly calculating household occupancy by dividing the increased population by the increase in housing. This assumes that the new housing is occupied only by the projected increase in population, whereas it is the occupancy of the whole housing stock by the total population that should have been measured. If respondents had done this they would find that the occupancy rate is realistic and comparable with other areas (2.37 persons per household in 2011 falling to 2.22 in 2031).
- 3.34. Those respondents that suggested the housing requirement was too low typically cited the draft NPPF, as it was at that stage, or suggested that other scenarios from the Housing Technical Paper should have been selected. Many respondents made the erroneous suggestion that the draft NPPF required 20% to be added to any projections of housing need. The NPPF has now been finalised and refers to a 5% or 20% buffer, but this is in relation to land availability for the coming 5 years, not to the overall housing requirement. The Council's performance in terms of which level of 'buffer' should be applied is discussed in Section 6 below regarding land availability.
- 3.35. Some of those promoting a higher housing requirement suggested that other Housing Technical Paper scenarios should have been selected, namely scenarios 3 (economic-led) or 4 (affordable housing-led). The DTZ Study (Review of Employment Prospects, etc, August 2011) had updated the information which was included in the Housing Technical Paper and this showed that this projection, being economically-led, would be significantly affected by the change in economic circumstances. The DTZ report concluded that updating this scenario would result in an annual housing requirement of 580 dwellings per annum (11,600 over 20 years), which is *'broadly in line with the Council's proposals to make provision for 550 new homes per annum'* (DTZ Study paragraph 4.4.2).
- 3.36. As noted above, scenario 4 had been found to be technically flawed and would not be a sound basis for the Local Plan. The Council had commissioned work to update the Strategic Housing Market Assessment (also by DTZ) in 2011. The consultants were asked specifically to look at longer-term affordable housing needs and the level of provision that might be needed to meet them, rather than just considering the next 5-year period, as advised by the Government's standard methodology. The resulting [Housing Market Assessment Update 2011](#) concluded that a very high level of provision would be needed to meet affordable housing needs

- within a 5-year period, as suggested by earlier studies, but that if needs were met over a longer period a lower level of affordable housing provision would be sufficient. DTZ concluded that affordable housing needs could be met by the Plan's provisions within about 10 years. In reality it is most likely that affordable housing needs will take more than 5 years to be met, especially given the current economic situation.
- 3.37. Although there were many comments on housing numbers, none of the submissions proposed a worked up, justified and evidenced-based scenario that could be considered to be a 'reasonable alternative' to the scenarios already considered. This, of course, highlights the point that the issue that will need to be examined is not just whether the Council's proposed requirement is sound, but whether there is actually an alternative that would be 'more sound'. Any alternative would now need to meet the relevant tests of NPPF paragraph 182, namely, meeting objectively assessed needs, being justified as the most appropriate strategy when considered against the alternatives, being effective (deliverable), and being consistent with national policy.
- 3.38. The issue of housing needs in Winchester was also addressed in the planning appeal by Cala Homes, which had been subject to a public inquiry in February 2011. Cala had submitted their housing needs study undertaken by NLP, using essentially the same 4 scenarios as later adopted by the Council in the Housing Technical Paper. Although the inquiry was held before the Housing Technical Paper and Plans for Places were published, the outcome was not known until the Secretary of State's later decision, in September 2011.
- 3.39. The Inspector had reached her conclusions independently of the Council, having completed her report in May 2011, before the Housing Technical Paper was published. Equally the Council was not aware of the Inspector's conclusions until the Secretary of State's decision was published in September 2011, after Plans for Places was produced. The Inspector discusses the housing options at paragraphs 324-328 of her report and reaches similar conclusions to the Council on their suitability. She notes that Cala's Scenario A envisages an annual dwelling requirement of 556 dwellings, which is equivalent to the Council's Scenario 1 and prefers this option although, as the SE Plan was the statutory plan, she concludes that this was the only robust requirement at the time.
- 3.40. The Secretary of State's decision letter agrees with the Inspector's analysis of the scenarios and also gives some support to Scenario A, whilst going on to conclude that the SE Plan figures should apply at that time: *'The Secretary of State sees no reason to disagree with the Inspector's comments with regard to the alternative housing requirement*

*scenarios put forward by the appellant (IR324 – 328). He agrees that, whilst there are difficulties with each of the appellant's scenarios, the baseline Scenario A assumes modest job growth and, even when more growth is directed to the PUSH (Partnership of Urban South Hampshire) area, the annual requirement for the non-PUSH part of the district remains relatively close to the SEP requirement and well above the Option 1 figure. The Secretary of State agrees with the Inspector that, at present, the Council is relying on its Option 1 figure, and that this figure does not withstand scrutiny in terms of a credible evidence base. Like the Inspector, he attributes very little weight to the Option 1 figure and concludes that the only robust housing requirement figure at the present time is that in the SEP (IR329).'*

- 3.41. Taking account of all the above factors and evidence, report CAB2231(LDF) concluded that Scenario 1 remained the most appropriate basis for planning and that the Pre-Submission Local Plan should include a District-wide housing requirement of 11,000 dwellings over its 20 year period from 2011 – 2031. DTZ had recommended that the Plan should say that it is 'making provision for 11,000 new homes' without saying whether this is a target or a ceiling (DTZ Study paragraph 4.6.2). Accordingly, Policy CP1 refers to '*the provision of about 11,000 dwellings (net) in the period April 2011 to March 2031....*'
- 3.42. The Pre-Submission Local Plan Part 1 was published for formal consultation in January 2012. Representations were invited on its legal compliance and soundness. Section 4 considers the main issues raised through the consultation on the Pre-Submission Plan, in relation to the District housing requirement.

#### **4. District Housing Requirement – Key Issues Raised at Pre-Submission Stage**

- 4.1. As with previous stages of the Local Plan / Core Strategy, housing issues featured strongly in the representations made on the Pre-Submission Plan. There was also once again a clear split between those arguing that the level of housing provision is too low and those who argue it is too high. However, it is clear from the representations that most objections to the overall housing requirement are driven by a desire to change the housing requirements for particular settlements or spatial areas (some of these representations are made in relation to Policies DS1, WT1, SH1 and MTRA1, as well as CP1).
- 4.2. Therefore, few representations go into much detail as to the basis of their objections. Nevertheless, the key issues raised in the representations in relation to the legal compliance or soundness of the Plan are considered below. For the avoidance of doubt, the Council confirms that it does not accept that these demonstrate a lack of legal compliance or soundness.

#### **Legal Compliance – Conformity with Regional Guidance**

- 4.3. The South East Plan is the statutory regional guidance for the South East and remains part of the statutory development plan for the District for the time being. The Government attempted to abolish the SE Plan in 2010 but this was subject to challenges in the Courts by Cala Homes, which found the Secretary of State's actions to be unlawful. Given Cala Homes' interest in the District (Barton Farm), the City Council has maintained a close watch on the proceedings and is well aware of the issues involved.
- 4.4. Although it has developed its own locally-derived housing target, the Council recognises that it is one of the legal compliance tests for the Local Plan that it is 'in general conformity' with the SE Plan. This requirement remains for so long as regional strategies remain, albeit that this is expected to be only for a short time. The Council considers that the Plan is in general conformity with the SE Plan in all respects, including the housing requirements it imposes.
- 4.5. The housing requirement of the SE Plan for the District is 6,740 dwellings over the 20-year period 2006 – 2026. This is sub-divided into requirements for the PUSH and non-PUSH areas as follows:

#### **South East Plan Housing Requirement**

SE Plan housing requirement: PUSH	6,740
SE Plan housing requirement: non-PUSH	5,500
SE Plan housing requirement: District Total	12,240

- 4.6. In developing its locally-derived housing target the Council has rolled forward its Plan period to 2031, to ensure compliance with the aim in Government guidance to plan for a period of 15 years from adoption of the Plan and take account of longer-term requirements (previously PPS3, now NPPF paragraph 157).
- 4.7. Appendix F of the Submission Local Plan illustrates a cautious estimate of the rate and sources of housing provision for 11,000 dwellings in the period 2011-2031. Section 6 of this Background Paper sets out another potential trajectory which assumes a more rapid recovery from the current recession and that the economic situation, especially the housing market, is stronger over the Plan period.
- 4.8. Looking at the SE Plan's period of 2006-2026, the table below illustrates the expected level of housing completions expected in the 2006-2026 period, based on each potential trajectory. It can be seen that the SE Plan's required level of housing can very nearly be achieved under the Local Plan Part 1 trajectory (12,175 dwellings expected compared to SE Plan requirement of 12,240). However, if the economic situation is more favourable it is likely that the SE Plan requirement would be met before 2026.

Housing Completions 2006-2011	Trajectory Scenarios 2011-2026	Expected Supply 2006-2026 (SE Plan = 12,240)
2206	Local Plan Trajectory: 9,969	12,175
2206	Strong Economy Trajectory: 11,791	13,997

- 4.9. As the Local Plan is intended to be adopted in 2013 and contains no phasing or other restrictions on its strategic allocation sites coming forward (or other development in accordance with its policies), the Plan makes appropriate provision for the level of housing required by the SE Plan. This can be generally achieved in the SE Plan's period (to within 65 dwellings) and, if there is stronger market demand, it will be exceeded. Therefore, even if there is a shortfall it would not be caused by a lack of available land. As the requirement of the SE Plan is to '*allocate sufficient land and facilitate the delivery*' of the required amount of housing (SE Plan Policy H1), the Council considers that the Plan achieves this and is 'in general conformity' with the SE Plan.
- 4.10. The regional assemblies have been disbanded and, in their absence, The Department of Communities and Local Government was asked for a statement as to the general conformity of the Pre-Submission Plan with the SE Plan (see letter at Appendix C of the Council's 'Statement of

Representations Made and Key Issues Raised'). No response was received to this request, which perhaps indicates how much importance is attached by CLG to the compliance of plans with regional guidance.

- 4.11. Nevertheless, the Council is satisfied that the Plan meets the 'legal compliance' test of conformity with the SE Plan. The precise degree of conformity which may be needed should also have regard to the fact that the SE plan is now out of date and not locally-derived, unlike the Local Plan's housing requirements, and is also on the brink of abolition, at which point its provisions will cease to have any effect. These matters are discussed below in response to representations promoting the use of the SE Plan's housing requirements.

#### The National Planning Policy Framework (NPPF)

- 4.12. Some respondents referred to the draft NPPF (as it was at the time of the consultation on the Pre-Submission Plan), especially those promoting higher housing requirements. These respondents point to the draft NPPF's positive approach to economic growth and requirement to meet objectively assessed development needs. The final version of the NPPF has now been published (March 2012) and gives a more even emphasis to all three components of sustainability, rather than just economic growth. Nevertheless, the final NPPF contains the same advice in terms of establishing housing needs in plan-making (now paragraph 159).
- 4.13. The factors contained in paragraph 159 of the NPPF are very similar to those previously contained in PPS3. The table at paragraph 3.26 above sets out how the various housing scenarios perform against these, showing that the selected scenario (Scenario 1) best meets the advice. The various requirements of NPPF paragraph 159 are considered below.
- 4.14. *Bullet point 1 - prepare a SHMA to assess full housing needs, including working with neighbouring authorities:* The SHMA has been prepared in conjunction with neighbouring authorities and there have been regular updates. This provides evidence on various types of need, tenure and dwelling mix, which has been incorporated into the relevant policies. Section 2 above and the 'Duty to Cooperate Statement' set out in detail the considerable cross-boundary working that has taken place. In particular, the Plan's provisions for the South Hampshire Urban Areas are a specific response to the PUSH economic growth strategy and make a substantial contribution to sub-regional housing needs.
- 4.15. The requirement to meet demographic and population projections, taking account of migration and demographic change, is reflected precisely by Scenario 1, whereas other scenarios fail to achieve this requirement. The Plan addresses the need for all types of housing and its requirements will

meet affordable housing needs and backlog within about 10 years. It also responds to housing demand, as illustrated by the graph at paragraph 3.21 showing previous completions (one indicator of market demand) compared to the various scenarios. Given the current starting point of low market demand due to economic circumstances, Scenario 1 is likely to best meet market demand, whereas Scenario 2 clearly fails to do this and Scenarios 3 and 4 have doubts as to deliverability.

- 4.16. *Bullet point 2 – prepare a SHLAA to establish land availability and economic viability:* A SHLAA has been produced and shows that adequate land is available to deliver Scenario 1. The SHLAA also indicates adequate land to meet some other scenarios, although there are doubts about the realism of bringing forward the scale of sites needed for Scenario 4. Viability work has been undertaken and updated, indicating that the cumulative requirements of the Plan's policies are economically viable.
- 4.17. As noted at paragraph 3.34 above, the reference in paragraph 47 of the NPPF to providing a 5% or 20% 'buffer' relates to land supply in the early part of the Plan period, not to the overall housing target. This has recently been confirmed by the Planning Inspectorate Advisory Visit on 27 April 2012. The note of this visit confirms the Chief Planning Inspector's advice: *'it was confirmed that the additional 5% or 20% relates to the amount of housing brought forward during the earlier part of the plan period, not to the overall housing requirement set in the Plan'*.
- 4.18. Accordingly, the Council is satisfied that the Plan is consistent with national policy, now contained within the NPPF and, in particular, that its locally-derived housing requirement continues to best meet national planning advice when considered against the reasonable alternatives.

#### The South East Plan

- 4.19. Of those respondents suggesting higher housing provisions, by far the main justification is that the Local Plan Part 1 should meet, or be based on, the requirements of the SE Plan. As noted above, the Plan is 'in general conformity' with the SE Plan. However, the Council does not agree that the Plan should be based on the SE Plan's housing requirements rather than an up to date and locally-derived housing figure, for the following reasons.
- 4.20. The SE Plan was prepared in the period 2003-2006 and was subject to public examination in 2006-2007, before being adopted in 2009. The Examination in Public Panel Report shows that its housing projections were initially derived from 1996-based population projections, with the Panel Report able to take account of the 2003 and 2004-based

projections. All of these projections are now clearly superseded by several updates and the Local Plan uses the latest, and considerably more up to date, 2008-based projections. The SE Plan projections are also applied at a regional or sub-regional level, rather than being built-up from District-level requirements.

- 4.21. Compared to the Local Plan Part 1, therefore, the SE Plan's housing requirements are seriously out of date and less locally-relevant. In addition, the SE Plan only covers the period 2006-2026. It does not therefore cover the period now adopted for the Local Plan Part 1 and it is not possible to meet the advice in the NPPF on planning for a 15 year period (paragraph 157) if using the SE Plan's housing figures. Projecting forward the annual housing requirements from the SE Plan for the whole Plan period, as seems to be advocated by several respondents, would simply extend an out of date regional projection for a longer period rather than providing an up to date and objectively-assessed estimate of local needs.
- 4.22. It would, therefore, be unjustified, ineffective and out of conformity with national policy to maintain the SE Plan requirement or to extend it to cover the new Plan period. In addition, the SE Plan is about to be abolished by Government (this may already have happened by the time of the Examination). From the moment when the SE Plan is abolished it will cease to exist as a statutory plan and should not inform planning decisions for the future. Therefore it would be quite nonsensical to base a Plan for the next 20 years on a regional strategy which, if it still exists at all when the Local Plan is adopted, will be extremely short-lived.

#### Housing Scenarios

- 4.23. The 4 scenarios developed for the Housing Technical Paper are assessed in that document and were published for consultation alongside Plans for Places. The Blueprint exercise and the consultation on Plans for Places were aimed at identifying and assessing the options for housing provision and other development needs. Section 3 above responds to the issues raised in relation to Plans for Places and notes that no properly worked up, justified or evidenced-based 'reasonable alternatives' to the scenarios already considered were put forward.
- 4.24. Despite the extensive earlier consultation, an alternative housing projection was put forward at the Pre-Submission stage of the Local Plan. This was submitted by planning consultants Barton Willmore Planning Partnership (respondent no. 30116) and included a 'Winchester District-Wide Housing Assessment' produced by 'Open House'. This had used the Chelmer model to test 3 housing scenarios, although it is not clear what site or location these consultants are suggesting ought to be given further



consideration. Indeed, no suggestions are made as to how the Plan should be changed so, if the Inspector agrees with this respondent that the Plan is unsound, there is no obvious solution to resolve this apart from a substantial delay to the Plan process.

- 4.25. Given the length of time that the Local Plan has been in preparation, and particularly the efforts that the Council has gone to develop and consult on a locally-derived housing target, the Council is concerned that this respondent to come forward with what it claims to be important new evidence at this late stage of the Plan preparation process. Barton Willmore Planning Partnership (BWPP) is a large planning consultancy with offices near to the District and a knowledge of issues in the area. They could, therefore, be expected to be aware of the Local Plan's preparation yet did not raise these supposedly important issues at any previous stage of the plan-making process.
- 4.26. The Open House paper tests 3 scenarios: 1. Demographically-led, long term net-migration; 2. Demographically-led, short term net-migration; 3. Economically led, 8750 new jobs. Scenario 2 is closest to the Local Plan's housing provision, producing a total of 10,909 dwellings over the Plan period, compared to 11,000 in Policy CP1. Scenario 1 would result in a requirement of 8,268 dwellings and Scenario 3 would require 14,475 dwellings. The paper argues that, in order to meet the expected growth of 8,750 jobs in the Plan period, Scenario 3 should be adopted and that this would also be consistent with the draft NPPF's emphasis on economic growth. It is suggested that increasing housing provision will improve the District's GVA.
- 4.27. The paper confirms that the Local Plan's requirement of 11,000 is a reasonable projection of demographic needs (Open House paragraph 3.3 and Table 3.2). It does, however allege that this will produce a much lower increase in economically active population than the projections used in the Housing Technical Paper. It is not entirely clear why this result is achieved, but it seems to be to do with the fact that the open House projections are migration-led. This is obviously the case for Scenarios 1 and 2, as they refer to different migration levels, with Scenario 3 being economically-led but also using migration to derive its results, as confirmed by paragraph 4.8 of the Open House report.
- 4.28. This appears to be a serious weakness, as migration is particularly difficult to estimate, let alone project. There is no legal requirement to give official notification of moves and so estimates are generally produced based on a number of datasets, none of which completely measure migration. Scenario 3 is also economically-led and so would be subject to changes in economic circumstances since the job growth figures on which it is based were produced. Therefore, the Open House projections are based on

possibly the weakest two factors which may be fed into such projections. Conversely, the projections used in Scenario 1 of the Housing Technical Paper are based on population and dwelling projections, both of which can be measured to ensure an accurate starting point for projections and enabling accurate local information to be input.

- 4.29. A more fundamental flaw in the conclusions by Open House concerns the assumption that the job increase of 8,750 is a target and can be used to drive the whole Local Plan strategy. In fact this figure only appeared as part of the background information on the District at paragraph 2.6 of the Pre-Submission Plan. This paragraph simply refers to expected economic changes and does not claim to be part of the Plan's vision or policy aspirations. In order to emphasise that this is not an important part of the Plan, and avoid any confusion over the status of this figure, the Pre-Submission Plan is subject to a minor amendment to delete the 8,750 figure from the Submission Plan. Clearly it would not, therefore, be appropriate to base the Local Plan's housing requirement on such a figure.
- 4.30. The Open House report also refers to the alleged economic benefits of a higher level of housing provision. It suggests that the increase in labour force will result in an increase in GVA and that the Council could receive more funding through the New Homes Bonus. These are not considered to be significant factors and should not drive the Local Plan's housing strategy.
- 4.31. Firstly, while Open House claim that their preferred increase in economically active (8,741) is greater than their other scenarios or the Council's preferred scenario (6,550), analysis of the gross figures shows that the Open House Scenario 3 produces a labour force of 64,902 in 2031 (Open House report, Table 4.4), whereas the Council's Scenario 1 gives a total of 66,000 economically active in 2031 (Housing Technical Paper, Table 4.1). There appear to be some significant discrepancies in the Open House figures and, even if their conclusion about the need to increase economic activity were correct, the Council's preferred scenario achieves the highest level of economic activity.
- 4.32. With regard to New Homes Bonus, this is only funded by the Government for a limited period. There is no guarantee at all that New Homes Bonus will even exist, or be funded by Government, beyond the next couple of years and it should certainly not be the driver for establishing long-term housing requirements.
- 4.33. Finally, Open House Scenario 3 would require an annual net in-migration level of over 1300 for the period from 2011 – 2031, totalling 26,100 over the 20 year period. Paragraph 4.23 of the Open House report claims that

this is *'not considered to be unrealistic'* and yet the report's analysis of migration (Open House, Table 3.3) shows this rate is more than double the rate from 2001-2010 (which averaged 600 per annum) and 45% higher than the 2005-2010 period (which averaged 900 per annum). On the other hand, the Housing Technical Paper Scenario 1 has a net in-migration level of 14,383 over 20 years (averaging 719 per annum), which is clearly far more in line with past trends. The Council's Scenario 1 is, therefore likely to be much more realistic, especially given the current economic starting point.

4.34. Accordingly, the BWPP/Open House representation does not represent a 'reasonable alternative' and should not be a basis for defining housing provision in the District. It is, therefore, rejected for the following reasons:

- Any alternative scenarios should have been suggested during Blueprint or consultation on Plans for Places to enable them to be properly considered;
- The projections appear to be based on unreliable assumptions, being led by migration and economic projections, and do not produce credible results;
- The scenario promoted is based entirely on an estimate of job growth which is not part of the Plan's strategy or policy approach (and reference to it has been deleted from the Submission Plan);
- Even if a high level of economic activity were sought, the Council's preferred scenario results in a higher level of economic activity at 2031;
- GVA growth or income from New Homes Bonus is not a sound basis for planning long-term housing needs and neither is suggested in the NPPF's advice on housing needs;
- The scenario promoted would require a consistent level of net in-migration over the next 20 years which is higher than that ever achieved in 2000-2010.

4.35. Several responses refer to the housing scenarios tested through the Housing Technical Paper and suggest that other scenarios are more appropriate or should have been selected. Section 3 above reaffirms that the selection of Scenario 1 remains fully justified and consistent with the aims expressed through Blueprint, the evidence, and Government guidance. Therefore these matters are not repeated here.

4.36. However, the Pre-Submission Local Plan and Submission Plan have been subject to formal Sustainability Appraisal and Strategic Environmental Assessment (SA/SEA). The SA/SEA of the Submission Plan includes an up to date Sustainability Appraisal of the scenarios in the Housing Technical Paper. This responds to recent High Court judgments which concluded that environmental reports must refer to, summarise or repeat

the reasons that were given for rejecting the alternatives at the time when they were ruled out, and those reasons must still be valid.

- 4.37. Therefore a SA of the Housing Technical Paper options is included as part of the SA/SEA of the Submission Local Plan and the conclusions are reproduced at Appendix B of this Background Paper. These re-affirm that Scenario 1 remains the most suitable when considered against the reasonable alternatives and also takes into account the DTZ Employment Prospects, etc Study 2011. The BWPP/Open House preferred scenario is not assessed as it is not a reasonable alternative (see paragraph 4.34 above) and is likely to be subject to similar conclusions to the Housing Technical Paper's Scenario 3.
- 4.38. The SA sets out the method and findings on the options for locally derived housing provision for the District. It demonstrates that the reasons for selecting and rejecting alternatives in the summer of 2011 are still valid now in May 2012. It concludes that: *'Overall, Scenario 1 has very significant positive effects for communities, supporting infrastructure, meeting housing needs, and promoting the economy and employment; potential negative effects on environmental factors tend to be associated with size and location of development and will be mitigated through other specific policies.'*

## **5. Distribution of the Locally-Deriving Housing Requirement**

- 5.1. Section 9 of the Housing Technical Paper sets out and justifies the derivation of the sub-District housing distribution. Rather than repeat this, the following section responds to the key issues raised through representations on the Pre-Submission Plan.
- 5.2. As noted in the previous section, most comments on housing numbers and distribution derive either from:
- landowners/developers promoting a particular site for development and wanting either a site allocation or an increase in the housing numbers for the relevant sub-area so as to improve the prospects of their site being allocated in Local Plan Part 2;
  - residents or amenity groups resisting development of a particular site or settlement and wanting to avoid either a site allocation or an increase in the housing numbers for the relevant sub-area so as to reduce the prospects of a site being allocated in Local Plan Part 2.
- 5.3. Whilst it is not for the Council to question the motives of those objecting to the housing numbers, it is important when considering these representations for the Inspector to focus on whether they actually go to the soundness of the Plan - the Council's view is that they do not.
- 5.4. The District has been divided into 3 spatial areas:
- South Hampshire Urban Areas
  - Winchester Town
  - Market Towns and Rural Area

There is little objection to these spatial areas, nor suggestions that they cause the Plan to be unsound. They have been evolved and defined on the basis of the evidence and the results of various stages of consultation. Accordingly, it is appropriate to maintain this split, which is explained and justified in the Plan and other supporting documents, and this Section follows this split.

### **South Hampshire Urban Areas**

- 5.5. The first point to clarify is that the South Hampshire Urban Areas (SHUA) does not correspond to the part of the District within PUSH. Therefore, any direct comparison of the SHUA housing requirement with the SE Plan's requirement for the PUSH part of the District would be erroneous (quite apart from the different timescales of the Plans). Essentially the PUSH part of the District comprises the wider area to the south of the South Downs National Park, whereas the SHUA area relates just to the

settlements of West of Waterlooville and Whiteley – two of the larger urban areas in South Hampshire which extend into the District.

- 5.6. It is not, therefore, appropriate to carry forward the SE Plans' PUSH housing requirement (6,740 dwellings) for the SHUA area as the areas and timescales covered are different. However, although the Council does not think the SE Plan forms a sound basis on which to plan for the longer term, it does remain committed to working with other PUSH authorities to help deliver the PUSH economic growth strategy. The Plan does, therefore, aim to achieve the broad level of development for the PUSH area that was required by the SE Plan. This can be illustrated by adding together the housing targets for the various settlements within the PUSH part of the District:

**PUSH v SHUA Housing Provision**

<b>PUSH Settlement/Area</b>	<b>Local Plan Housing Requirement</b>
South Hampshire Urban Areas	5,500
Bishops Waltham	400 - 500
Denmead	150 - 250
Colden Common	150 - 250
Swanmore	150 - 250
Wickham	150 - 250
Waltham Chase	150 - 250
<b>PUSH AREA TOTAL</b>	<b>6,650 - 7,250</b>
<b>SE PLAN PUSH Requirement</b>	<b>6,740</b>

- 5.7. Although the SE Plan and the Local Plan Part 1 cover different 20-year periods, it can be seen that the scale of housing provision proposed by the Local Plan in the PUSH part of the District is in general conformity with the SE Plan's requirement, even though the SHUA provision does not form all of this provision. There is, therefore, no conflict between the identification of the SHUA housing target and the need to maintain general conformity with the SE Plan (for so long as it exists) and support the PUSH economic strategy.
- 5.8. The SHUA was developed so as to reflect the PUSH strategy for economic growth, which is focussed on southern Hampshire and the main urban areas in particular. It was also clear from consultation at the Issues and Options stage and other early plan-making work that the rural villages and countryside that form most of the PUSH part of the District were viewed as part of the Market Towns and Rural Area. Therefore, the SHUA consists of West of Waterlooville and Whiteley, with the remaining PUSH part of the District falling within the Market Towns and Rural Area (MTRA).

- 5.9. The Local Plan's housing requirement for the SHUA is 5,500 dwellings, based on the need to maintain a similar level of development to the SE Plan, so as to meet the PUSH strategy (see table at paragraph 5.6 above), and the potential for strategic allocations at Waterloooville and Whiteley. The SHUA housing target will, therefore, be achieved primarily through the strategic allocations at West of Waterloooville and Whiteley. There are also some small allocations/permissions remaining to be completed within Whiteley and there may be some potential for small-scale infilling / redevelopment.
- 5.10. Section 6 below explains the land supply situation and how an adequate land supply is expected to be maintained, including provision for some flexibility allowance. Separate Background Papers will be produced prior to the Examination on each of the strategic allocations (including West of Waterloooville and Whiteley) and these will set out the justification for the selection of these sites and address matters relating to their deliverability.
- 5.11. It is recognised that some objections have been raised to either the suitability or deliverability of the strategic allocations and these will be addressed in detail in future Background Papers rather than this one. The other main area of objection which is raised in relation to the SHUA relates to the reliance of the Plan on two strategic allocations to deliver a large proportion of the District housing total. Some respondents also allege that the SHUA 'share' of the District housing total is unacceptably high.
- 5.12. In terms of meeting local housing needs, there is no reason why housing provision needs to be spread evenly across the District. The District housing requirement is made up largely from housing required to accommodate in-migration, rather than the 'indigenous' needs of the District. The Housing Technical Paper shows that of the projected population increase of 16,562, only 2,179 relates to 'natural change' compared to 14,383 through 'net migration' (Housing Technical Paper, Appendix 1).
- 5.13. Accordingly, there is considerable scope for planning policy and allocations to influence where in the District in-migration is directed. The aim of the Local Plan is to direct development in accordance with the PUSH economic strategy and to sustainable locations and there is no 'in principle' reason why there should not be a concentration of development in one part of the District.
- 5.14. West of Waterloooville is already a planning commitment, having outline planning permission for 3,000 dwellings in total, which are now under construction. This has, therefore, been found to be a sustainable location and is a key element of delivering the PUSH housing requirement, which

should obviously be retained. As well as contributing to the PUSH strategy and being a sustainable location for development, the North Whiteley strategic allocation will enable existing infrastructure deficiencies at Whiteley to be addressed. It is on this basis that this strategic allocation has received some support, although inevitably there is also opposition to this large-scale greenfield development allocation.

- 5.15. The other alleged problem with relying on these large allocations is that land supply may be jeopardised if one or both of them are not delivered. As noted above, West of Waterlooville has planning permission and is under development. North Whiteley is promoted by a development consortium which is keen to, and capable of, delivering this site. Delivery matters will be covered in more detail in the Background Papers on these allocations, which show that the Council does not expect delivery problems to arise.
- 5.16. Section 6 below deals with land availability and Appendix C sets out the Local Plan Part 1 housing trajectory, with Appendix D including a 'stronger market conditions' scenario. These trajectories illustrate the expected delivery of the strategic allocations and other housing supply sources over the Plan period. The trajectories show that these strategic allocations are expected to be completed well within the Plan period. It will be noted that the Plan period has been extended so that there is a full 20-year period for the sites to be planned and developed. Experience suggests that this will be perfectly adequate for the sites to make their full contribution in the Plan period.
- 5.17. Clearly, with such large allocations, it is not appropriate or realistic to identify alternative sites and the Council, therefore, relies on demonstrating that these allocations will be delivered. Nevertheless, there is flexibility in the sources of land supply, as illustrated in Section 6 below, which can be used to address under-provision. For example, it is likely that both West of Waterlooville and North Whiteley will accommodate more than the planned number of dwellings, once detailed masterplans and planning applications are developed. Even if one of the sites has a future delivery problem this is unlikely to result in it providing no housing, simply a change in the delivery timescale.
- 5.18. Explanatory text has been added to the Submission Plan after each strategic allocation to address the issue of delivery and monitoring. If there was a delivery problem, this may only need to be corrected if it resulted in some of the expected delivery being pushed outside the Plan period. Even then, housing supply will be monitored at the District level and account would need to be taken of whether other sources of supply would be likely to make up any shortfall, or whether other DPDs could bring forward sites to make up a shortfall. If so, this would follow the



Local Plan Part 1 spatial strategy, looking first at whether there was scope in the SHUA area.

- 5.19. The Council, therefore, believes that the SHUA housing requirement is appropriate, realistic and deliverable. It also demonstrates the Council's commitment to strategic planning in cooperation with PUSH and neighbouring authorities. The Plan is, therefore considered, sound in this respect.

#### Winchester Town

- 5.20. The housing requirement for the Winchester Town spatial area has been subject to considerable comment in terms of its suitability and soundness. Many respondents suggest that the requirement is too high, especially as it is seen to require the allocation of Barton Farm, whilst many others suggest it is too low, particularly those that promote various sites for development. Some respondents on both sides suggest that basing the Winchester Town housing requirement on Winchester's existing proportion of the District population is simplistic and crude.
- 5.21. The issue of the correct level of housing for Winchester has been a key matter of debate and controversy through the Plan preparation process. It is also one on which there has been a notable lack of consensus throughout the process, with views in favour of less housing roughly equalling those promoting more. The Blueprint exercise and the Plans for Places consultation have illustrated to the Council that this is not an issue on which it will achieve consensus and it is therefore, necessary for the Council to decide on an appropriate course of action, recognising that there would remain substantial objections whatever its conclusion.
- 5.22. Therefore, there is no clearly defined or obvious 'answer' to the question of the right level of development for Winchester. Indeed, one of the features of the representations on this issue is that there is much said about what is wrong with the Plan's requirement but very little that helps produce a justified, evidence-based and sound alternative.
- 5.23. Most respondents accept that Winchester is the District's main and most sustainable settlement and that some level of additional development is therefore justified. With 36% of the District's population, the town obviously also generates its own substantial needs for housing, employment, retail, open space, etc development. On the other hand, Winchester is undoubtedly a very important historic settlement which has various constraints both within its built-up area and in its surroundings. Therefore, there are potentially strong arguments, both from those respondents that promote higher levels of development and from those

that argue for lower levels of development. Certainly, there is no obvious 'right' answer in one direction or the other.

- 5.24. The approach adopted, of allocating a scale of housing in proportion to the percentage of District population that Winchester accommodates, therefore recognises that there is not a clear cut or obvious solution. The Local Plan's approach is, of course, 'proportional' so it does not seek to play down or reduce Winchester's status or role, but reflects and seeks to maintain the town as the main settlement in the District. Those who argue for higher or lower figures are, in effect, seeking to make the allocation 'disproportionate' in one direction or another.
- 5.25. The Council takes the view that, whilst its approach could be described as simplistic, that does not make it incorrect or unsound. Those that oppose the requirement and suggest alternatives generally have no technical rigour behind their own proposals – generally they suggest that the number should be increased by a figure (which is not subject to robust technical justification) that will increase the prospects of their site being allocated or that it should be reduced to reflect the 'capacity' of the town to accommodate development, again with no robust assessment of what that capacity may be.
- 5.26. Some representations refer to the statement in the Housing Technical Paper that *'producing sub-District targets should not, therefore, be simply a matter of dividing the District housing total in proportion to the existing population or geographical size of a particular sub-area'* (Housing Technical Paper, paragraph 9.2). This paragraph was making the point that the different spatial areas have been devised for particular reasons and have different objectives which are reflected in the individual spatial visions set out in Local Plan Part 1. The Winchester Town sub-area recognises Winchester's role as the District's key and most sustainable settlement and the Plan's vision for the town is to retain this role by meeting the needs of the local community and economy, whilst respecting the town's heritage and setting (Local Plan Part 1, paragraph 3.6). Therefore, choosing a housing requirement which is in proportion to the town's existing role and character is not *'simply a matter of dividing the District housing total in proportion to the existing population'*, it is choosing a development strategy and level which will meet the spatial planning vision for the town.
- 5.27. In effect, the Council's approach is that there is every reason, in terms of its needs and sustainability credentials, for Winchester to at least meet its own needs in development terms, for the reasons suggested by those that promote higher levels of development. But this should be subject to it being shown that the town can satisfactorily accommodate this level of development, for the reasons put forward by those opposing

development. In other words, Winchester should have a level of development that enables it to meet its needs and maintain its position as the District's dominant and most sustainable settlement, provided it has the capacity to do this.

- 5.28. In terms of the capacity of the town to accommodate development, many argue that a development target that requires Barton Farm to be allocated must be unacceptable. However, land north of Winchester has been consistently selected as the most suitable and sustainable means of providing for major housing development in Winchester, if and when such development is needed. The breakdown of housing needs shows that a large scale of development is needed and there is no planning reason why Barton Farm should not be allocated. A Background Paper will be produced on each strategic allocation and will explain in more detail the reasons for allocating Barton Farm, although it may have received planning permission through the appeal process by the time of the Examination in any event.
- 5.29. Within the existing defined built-up area of Winchester the Pre-Submission Local Plan states that there is capacity for some 1200 dwellings on sites with planning permission or in the SHLAA. These are April 2011-based figures and made up as follows:

Large sites with permission	789
Small sites with planning permission	125
<u>SHLAA sites</u>	<u>293</u>
Total	1207

- 5.30. The remaining 2,800 dwellings that would be needed to meet the Winchester requirement of 4,000 would come from Barton Farm (2,000) and other currently unidentified sites. The 800 or so 'unidentified' sites are likely to come from a mixture of new permissions or SHLAA sites, windfall or allocations in Local Plan Part 2. In terms of windfall sites, Section 6 below identifies a likely District-wide windfall element of 1,378 – 2,250 dwellings over the Plan period. Winchester is likely to accommodate at least a proportional amount (36%) of these and possibly more given the more limited capacity for windfall in Waterlooville and Whiteley. If this proves to be the case, about 500-800 dwellings could be expected through windfall provision in Winchester Town ( $1,378 \times 36\% = 496$ ,  $2,250 \times 36\% = 810$ ).
- 5.31. It is, therefore, entirely likely that all or most of the Winchester requirement can be met through a combination of the allocation of Barton Farm, existing permissions and SHLAA sites, and windfall sites. Nevertheless, the opportunity exists to review the situation when Local Plan Part 2 is prepared and to make any necessary smaller site

allocations through that Plan. These could be within the built-up area or on new greenfield sites. The Local Plan Part 1 does not rule out greenfield site allocations, but neither does it assume that these will necessarily be needed. There are clearly various sites promoted for greenfield development, so the potential capacity exists, if needed, to meet some of the requirement in this way. However, the detailed means of meeting the requirement (or consideration of sites) are not something that it is appropriate to resolve in the Local Plan Part 1.

- 5.32. Several respondents suggest there is additional capacity within the town and that this would avoid the need to allocate Barton Farm. Some refer to work done by a group of local architects on the potential for high density development in three locations in the town, which could potentially accommodate 2,000 dwellings. This concept is known as the 'Snug Projects' or 'Bluesky Thinking' work but has not been formally submitted to the Council or promoted as a 'reasonable alternative' to the Local Plan's strategy. Nevertheless, the Council did consider this concept in arriving at the Pre-Submission Plan.
- 5.33. The three areas looked at by Snug Projects were land at Andover Road, Winnall and Bar End. The emphasis was on accommodating development within walking distance of the town centre and on sites which have scope for visual improvement, as opposed to a large greenfield site. Even if it were being promoted as an alternative strategy, the idea was found to have several shortcomings which would prevent it from forming a reasonable alternative, including:
- Deliverability/viability has not been investigated. Each of the three areas considered covers multiple ownerships, including various commercial premises, especially at Winnall and Bar End;
  - This concept has not been subject to wider public or stakeholder consultation
  - Constraints of various types appear to affect some of the sites. In the Andover Road area, parts are in the Conservation Area, subject to Tree Preservation Orders or may have an indirect impact on listed buildings. At Winnall, the areas suggested for development extend beyond the current settlement boundary and into the South Downs National Park, and adjoin flood risk areas and the River Itchen SSSI. At Bar End, the area is affected by a flood risk area and Tree Preservation Orders and is close to the National Park and SSSIs. The effect of development on the River Itchen SAC (Special Area of Conservation) would also need to be assessed;
  - The displacement of uses would need to be considered as most of the three areas are in active use. There would be a considerable loss of commercial and employment land, car parking and recreation land, as well as some intrusion into greenfield land

beyond the current Winchester settlement boundary.

Accommodating relocated uses and newly-generated needs may add to the impact of such an approach on greenfield land around Winchester;

- The impact on Winchester's landscape setting could be substantial. While this approach appears to use less greenfield land than Barton Farm, it would result in high density, medium-rise development close to the urban edge at Winnall and Bar End. This would be potentially intrusive in views to/from the South Downs National Park, which these areas adjoin;
- The type of development that would be needed to achieve the housing numbers proposed would require high density development with a high proportion of flats. This may not be characteristic of Winchester or meet the need identified through Blueprint for smaller family units, accommodation for the elderly and affordable housing.

- 5.34. An exercise was also undertaken to test the absolute maximum capacity of public surface car parks and employment land in Winchester, as these were suggested by some as sources of capacity within the town.
- 5.35. Even if all constraints were ignored (flood risk areas, listed buildings, conservation area, etc) and every public surface car park were developed at 150 dwellings per hectare for car parks outside the town centre and 200 dwellings per hectare for car parks within the town centre, their total capacity would be less than 900 dwellings. Looking at vacant office accommodation, some 6,021 – 6,808 square metres were vacant at the time, which might accommodate approximately 100-120 dwellings through conversion.
- 5.36. Therefore, even if every public surface car park and every vacant office in the town centre could be developed at high densities for housing, their capacity would not exceed 1000 dwellings. The acceptability, deliverability and realism of such an approach is, of course, highly questionable, given the impact on the economy of the town, the type of dwellings that would be produced and the lack of other facilities and open space that could be provided. While some higher density development within and around the town centre will be possible to help deliver the required housing, even with the allocation of Barton Farm, the suggestions that vacant office buildings, car parks, etc could provide the level of housing required to form an alternative strategy was not credible, even before consideration of whether it was an acceptable, reasonable or preferable option.
- 5.37. In conclusion, therefore, the housing requirement for Winchester is aimed at delivering the planning vision for this spatial area, is proportional to the

role and importance of the town and can be accommodated on sites and locations which are acceptable and realistic. No properly worked-up or justified alternative to the housing provisions for Winchester has been put forward and the suggestions that have been made for alternative levels of development are not properly justified or evidence-based.

#### Market Towns and Rural Areas

- 5.38. Like the housing requirements for the other spatial areas, the target for the Market Towns and Rural Areas (MTRA) spatial area has been subject to considerable comment. Many respondents suggest that the requirement is too low, particularly those that promote various sites for development, while others are concerned about the impact of the targets for the larger settlements in particular.
- 5.39. The MTRA strategy suggests 400-500 dwellings in the largest settlements (Alresford and Bishop's Waltham), 150-250 in 6 smaller local service centres, and has no specific target for the many other smaller settlements. The total for the named settlements (in Policy MTRA2) therefore, might range from 1,700 to 2,500 dwellings, depending on the various communities' desire and capacity to grow.
- 5.40. Various responses question why the total of the targets for the larger settlements (1,700 – 2,500 dwellings) is more than the overall provision for the Market Towns and Rural Area of 1500 dwellings. As identified by several respondents, the 1,500 figure is a 'residual' figure derived after other spatial areas' requirements are established from the overall requirement of 11,000. This approach, and the alleged discrepancy between the figures, is subject to some criticism.
- 5.41. However, the 1,500 figure is a 'top-down' projection derived from the District total of 11,000 dwellings. Given the large proportion of the overall District housing requirement which is to cater for in-migration, the needs of the individual MTRA settlements is relatively modest. These are also not the most sustainable locations, to which large amounts of development should be directed, hence the concentration of the majority of development requirements in the SHUA and Winchester. Therefore, there is no need or justification to set a larger 'top-down' requirement for this rural area, a large part of which is in the South Downs National Park.
- 5.42. On the other hand, looking from the 'bottom-up', the [Parish Profiles](#) produced for the larger settlements as part of Blueprint showed that low levels of housing development would lead to an aging population, and that population levels could start to fall over time. This would be particularly problematic for the larger MTRA settlements, which currently benefit from reasonable levels of service provision such as schools,

shops, pubs and community facilities. The Blueprint exercise and Plans for Places consultation showed there was a wide acceptance that some development was necessary and appropriate in the MTRA settlements, provided this was appropriate to their size and character.

- 5.43. The targets for the MTRA2 settlements are therefore the result of various exercises to derive an appropriate settlement hierarchy and targets, and reflects a range of Government initiatives, including the findings of the Taylor Review published in 2008, to promote sustainable communities. This process is explained in detail in the [Market Towns and Rural Area Development Strategy Background Paper 2011](#) and is not repeated here. Various factors have been taken into account to arrive at the targets for each MTRA2 settlement, including:
- Sustainability assessment criteria - number of facilities, accessibility to facilities, alternative locations for facilities, population, etc;
  - Results of Blueprint exercises undertaken by local communities
  - Consultation on Plans for Places;
  - Earlier consultation exercises on the Plan proposing potential settlement hierarchies and targets;
  - Surveys and discussions with Parish Councils.
- 5.44. The settlements have been grouped into the 2 largest and most sustainable settlements (Bishops Waltham and New Alresford) and a further 6 smaller but still important villages. These settlements feature a range of different characteristics, including population size, scale/nature of retail provision, level of facilities, self-containment, etc. Therefore, the targets for all MTRA2 settlements are set as a range, to give scope for the local community to refine the level of provision to suit their needs. This would be achieved through the Local Plan Part 2 or Neighbourhood Plan process.
- 5.45. The emphasis of the MTRA strategy and policies is to enable local communities to identify and meet their needs, rather than imposing wider development requirements on them. The resulting targets have achieved a wide measure of support and acceptance in most of the MTRA2 settlements, as demonstrated by the comments of the relevant Parish Councils. It is accepted that some Parishes object to their target, but generally the upper end of what may be accepted by these settlements is within the MTRA2 target range. On the other hand, the increased targets suggested by those promoting particular sites are not based on local needs and do not benefit from local consultation or support.
- 5.46. It is not proposed to respond to individual representations that object to the settlement classification or settlement housing targets in the Plan. Indeed, most of these relate to objectors promoting sites and therefore

seeking a settlement to be in a higher order category or have a larger housing target. However, it is important in considering such objections to examine the justification and evidence (if any) behind the representations and to bear in mind the implications for the consistency of the Plan of moving one settlement to a different policy category, or of changing the settlement housing targets. In order to avoid inconsistency and possible future challenges, there would need to be very clear and sound reasons for making such changes. The many requests from developers / landowners for various settlement targets to be increased also need to be assessed in terms of what is right and consistent for the settlement, its community and the Local Plan, not just what is right for the objector.

- 5.47. There is not considered to be a contradiction between the two perspectives of a 'top-down' sub-area wide requirement (1,500 dwellings) and a policy which facilitates a higher level of development (1,700 – 2,500). Given the localism agenda which the Council has sought to follow in developing the recent stages of the Plan, it is not considered appropriate to impose a high overall target for the MTRA area when there is no District-wide need for a higher level of provision. Instead, the more sustainable local communities should be set reasonable and achievable targets (as in MTRA2) and if there is a local desire to exceed this level of development, this can be done through the Neighbourhood Planning process. This allows such plans to exceed, but not go below, higher-level plan targets, as intended by Government. On the other hand, if there proved to be some unforeseen and serious constraints in any particular settlement, there is scope for that settlement to fall slightly short of its target without this imposing additional pressures on other MTRA settlements.
- 5.48. Following the same theme of not imposing development targets on settlements, the Plan does not set housing targets for lower level (MTRA3) settlements. Although this is an approach suggested by some respondents, it would undermine the 'bottom-up' approach to the smaller settlements, whereby the criteria-based policy allows them to provide for their local needs, at whatever scale is necessary and appropriate to the settlement concerned. This 'bottom-up' approach was widely supported in the Plans for Places consultation. Accordingly, the Council does not agree with those respondents that suggest a specific target should be set for the smaller settlements.
- 5.49. In conclusion, the housing target for the MTRA area as a whole (and for the MTRA2 settlements within it) is appropriate to meet the vision for this spatial area. This gives priority to each settlement determining and providing for a level of development appropriate to its needs, rather than having development imposed upon it. The challenges to these figures would not better meet the vision and no properly justified or evidence-



based alternative to the housing provisions for the MTRA area has been put forward.

## **6. Housing Land Supply and Delivery**

- 6.1. This Section considers in detail the various sources of land supply, including the strategic allocations, and assesses their likely scale and deliverability. The Local Plan Part 1's District housing requirement includes the South Downs National Park area of the District and the 5 year land supply will continue to be assessed for the whole District, until the National Park Authority has established its own housing requirement in due course.
- 6.2. The Local Plan Part 1 identifies an overall District housing requirement of 11,000 new dwellings during the Plan period, divided between three spatial areas of Winchester Town, South Hampshire Urban Areas and Market Towns and Rural Area:

<b>Spatial Area</b>	<b>Number of Dwellings</b>
Winchester Town	4,000
South Hampshire Urban Area	5,500
Market Towns and Rural area	1,500
<b>District Total</b>	<b>11,000</b>

### **Housing Trajectories**

- 6.3. The Submission Local Plan Part 1 includes a new Appendix (F) setting out a housing delivery trajectory for the 11,000 housing requirement. This shows three main sources of housing provision (planning commitments and SHLAA sites; strategic allocations; and Local Plan Part 2 allocations/windfall), but these are broken down and examined in more detail below. The trajectory at Appendix F of the Local Plan takes a cautious view of delivery from these sources and relates to the exact 11,000 dwelling requirement.
- 6.4. In practice, the Council expects that the 11,000 requirement may well be exceeded, especially if there are reasonably strong market conditions. Therefore, more detailed versions of the Local Plan trajectory and a 'stronger market conditions' version are produced at Appendices C and D of this document. These draw on the following assessment of housing supply sources:
- **Extant Planning Commitments and SHLAA Sites.** For large site commitments (permissions/allocations of 10 or more dwellings) the trajectories set out the anticipated phasing. For small site commitments (consents under 10 dwellings) an assumption is made that they will be developed within the next 5 years (by 2015/16) and a discount of 3% is applied for the non-implementation of planning permissions. The justification for the 3%

assumption is set out in more detail in below. SHLAA sites identified within settlement boundaries (Policy H3 of the adopted Winchester District Local Plan Review 2006) are included in this category, based on the Strategic Housing Land Availability Assessment Update (2011);

- Local Plan Part 1 Strategic Allocations. Three strategic allocations are identified in the Plan: Winchester Town (WT2), West of Waterlooville (SH2), and North Whiteley (SH3). The contribution of each allocated site is discussed and shown separately;
- Local Plan Part 2 / Windfall allowance. An assessment has been undertaken of windfall sites (sites which are not identified either as allocations, permissions or SHLAA sites), taking account of past trends. Garden sites have also been excluded, as advised by the NPPF. No allowance is made for windfall sites in the first 5 years of the Plan period, even though the NPPF allows for this, so as to avoid any double-counting with small site permissions. Scope exists to allocate smaller (non-strategic) sites within Local Plan Part 2 to meet local needs or address any housing supply issues.

- 6.5. The 2011 Annual Monitoring Report included a District-wide housing trajectory for the Local Plan Part 1 period, covering the period April 2011 to March 2031. Since the AMR was published in December 2011, the National Planning Policy Framework has been finalised and allows for the inclusion of windfalls in the calculation of housing land supply. In light of the NPPF guidance and the uncertainty in the future market conditions, an updated housing trajectory is now included in the Local Plan Part 1 (Appendix F), reflecting the completions which are projected to meet the 11,000 District-wide dwelling requirement.
- 6.6. This trajectory is reproduced at Appendix C, with the inclusion of more detail of the various main sources of land supply, including each of the strategic allocations. The Local Plan Part 1 trajectory only includes adequate land to meet the Plan's housing requirement of 11,000, but in practice it is likely that this would be exceeded. A 'stronger market conditions' trajectory has, therefore, also been produced which is more indicative of the evidence on delivery of the strategic allocations and windfall development. This is shown at Appendix D.
- 6.7. The various sources of supply are discussed and evidenced in further detail below.

### Planning Commitments - Extant Planning Permissions

- 6.8. As of April 2011, there were 3,903 dwellings with outstanding planning permission (including permission for 2,346 dwellings at West of Waterlooville), equating to 35% of the baseline Local Plan Part 1 requirement of 11,000 dwellings. Housing sites have been sub-divided into large sites (10 or more dwellings net gain) and small sites (under 10 dwellings net gain).

### **Large Planning Permissions (excluding strategic allocations)**

- 6.9. As of 1 April 2011 there were a total of 3,655 dwellings permitted on large sites, of which 2,346 are at the West of Waterlooville allocation and these are shown in the 'strategic allocations' category and therefore excluded from the 'large planning permissions' category to avoid double-counting. The 'large planning permissions' category therefore includes 1,309 dwellings (3,655 minus 2,346 = 1,309).
- 6.10. Hampshire County Council monitors the progress and expected delivery of large sites annually and publishes up to date schedules accordingly (['Winchester Housing Schedule'](#)). Also, during the summer of 2011, the City Council contacted developers of all large sites and asked them to provide an update of expected delivery. Regular contact also takes place with developers of key sites such as West of Waterlooville and Silver Hill, Winchester. This information forms the basis of the capacity and phasing estimates set out in the Local Plan's trajectory.
- 6.11. The Winchester District Local Plan Review (2006) allocated 4 'Local Reserve Sites' (Policy H.2) and, as of 1 April 2011, 3 of these sites (Worthy Road/Francis Gardens, Winchester; Spring Gardens, New Alresford and Little Frenchies Field, Denmead) had all gained consent and have been accounted for in the 'large planning permissions' category of the housing trajectories. However, the fourth site (Pitt Manor, Winchester, 200 dwellings) received consent on appeal in January 2012, so has not been specifically accounted for in the trajectory (and is effectively a form of windfall site in terms of the housing trajectory).
- 6.12. The table below sets out the breakdown of permissions on large sites by spatial area (excluding strategic allocations and Pitt Manor):

**Large Planning Permissions (excluding strategic allocations)**

<b>Spatial Area</b>	<b>Dwellings permitted on large sites</b>	<b>Dwellings considered available</b>
Winchester Town	789	789
South Hampshire Urban Areas	144	144
Market Towns and Rural Area	376	306 <sup>1</sup>
<b>Winchester District</b>	<b>1309</b>	<b>1239</b>

**Small Planning Permissions**

- 6.13. As of 1 April 2011 there were a total of 205 small sites (sites of less than 10 dwellings) with planning permission, with a total capacity of 318 dwellings. Of these, 100 dwellings were under construction at April 2011. A 3% discount has been applied (see below), to take account of potential non-implementation. With this discount these sites will yield 309 dwellings in the following spatial areas:

**Small Planning Permissions**

<b>Spatial Area</b>	<b>Dwellings permitted on small sites (net)</b>	<b>Dwellings permitted on small sites (net with 3% discount)</b>
Winchester Town	125	121
South Hampshire Urban Areas	0	0
Market Towns and Rural Area	194	188
<b>Winchester District</b>	<b>319</b>	<b>309</b>

- 6.14. The Council's estimate of a 3% 'non-completion' rate is derived from analysis of lapsed permissions between 2001 and 2011. The table below lists the number of first permissions granted in a year (subsequent amendments, or reserved matters on outline consents are not counted) and the number of lapsed permissions in that year. Over the ten year period, the percentage of dwellings for which permission lapsed is 2.13%.

<sup>1</sup> Permission at Abbey Mill, Bishops Waltham is not considered 'available' as a subsequent application for retail was permitted on the site in 2011.

**Small Site Permissions Lapsed 2001-2011 (dwellings)**

<b>Year</b>	<b>First Permissions</b>	<b>Lapsed Permissions</b>	<b>%</b>
2001-2002	337	5	1.48
2002-2003	461	7	1.52
2003-2004	519	9	1.73
2004-2005	711	8	1.13
2005-2006	855	1	0.12
2006-2007	351	7	1.99
2007-2008	2355	30	1.27
2008-2009	656	14	2.13
2009-2010	355	45	12.68
2010-2011	301	21	6.98
<b>Total</b>	<b>6901</b>	<b>147</b>	<b>2.13</b>

- 6.15. The 3% figure was also used in developing the District Local Plan Review (2006), based on information from earlier periods. This demonstrates that non-implementation levels within the District have typically been very low over a long period of time. This reflects the strong housing market within the District, where experience shows that it is rare for planning permissions to lapse without being implemented or renewed. Although various respondents to earlier stages of the Core Strategy have suggested a non-implementation figure of 10%, this would clearly not be consistent with the evidence of the local situation.
- 6.16. While the table above suggests that non-implementation rates have increased since 2008, this appears to be as a result of the recession and is not, therefore, expected to be a permanent feature of development implementation in the District. Even if only the last 3 years of the table are considered, the non-implementation rate averages 7.26%, still well below a generic 10% figure. Therefore it is concluded that, given evidence of the development situation locally, a non-implementation rate of 3% is appropriate to the District.
- 6.17. The trajectories assume that all small site permissions will be implemented evenly over the first 5 years of the Plan period. No allowance is made for small site permissions after this, as any existing permissions will have been implemented or lapsed after 5 years and new small sites would be counted within the 'windfall' allowance. In order to avoid any overlap (and possible double-counting), no windfall allowance is included in the first 5 years. As the small sites with permission can all be identified and monitored, they are considered to be deliverable

(subject to the non-implementation allowance) and to form a reliable source of supply.

### **Planning Commitments - Strategic Housing Land Availability Assessment**

- 6.18. The Council's first Strategic Housing Land Availability Assessment (SHLAA) was published in April 2010. Updates have been produced at regular intervals, in December 2010 and November 2011. As the SHLAA identifies specific sites with development potential, the Council can be certain that there is no double-counting with sites which already have planning permission.
- 6.19. The SHLAA only assesses sites capable of accommodating 5 or more dwellings. This is because of the size of the District, the potential number of sites involved and the difficulty in estimating capacity and development timing for a large number of small sites. The current (November 2011) SHLAA maps each site which it estimates will contribute to dwelling supply in each of its four 5-year time periods (covering the whole Local Plan Part 1 period).
- 6.20. The table below indicates the number of SHLAA sites expected to deliver housing during the relevant 5-year periods. Only SHLAA sites within existing defined built-up areas are included as any sites outside existing settlement boundaries would require a change of policy for them to be brought forward and are not, therefore, currently 'available'.

#### **Expected SHLAA Site Completions (5-year periods)**

<b>Period</b>	<b>Expected SHLAA Site Completions</b>
2011 - 2016	195
2016 - 2021	290
2021 - 2026	212
2026 - 2031	31
<b>2011-2031</b>	<b>728</b>

- 6.21. The trajectories included in the Submission Local Plan Part 1 use the anticipated SHLAA completions as set out above. However, the Council's 2011 Annual Monitoring Report divides the number of completions to come forward in the first 5-year period evenly between the five years, which is likely to be an over-simplification. The trajectories have been amended to take into account the time required for consent to be gained and for the first completions to come through on sites in the first 5 year period.

## **Strategic Allocations (Winchester District Local Plan Part 1)**

- 6.22. Three strategic sites are allocated for residential development in the Joint Core Strategy - North Winchester; West of Waterlooville and North Whiteley. Separate Background Papers will be produced on each of the strategic allocations which will set out in more detail the justification for the allocations and the expected delivery arrangements, so these are only set out in summary form here.

### **North Winchester (Barton Farm)**

- 6.23. The site at Barton Farm is currently allocated in the adopted Winchester District Local Plan Review (saved policy MDA2<sup>2</sup>) as a strategic 'reserve' site. Local Plan Part 1 Policy WT2 allocates the site for about 2,000 new dwellings and in effect removes the 'reserve' status.
- 6.24. The land allocated in Policy WT2, including the land to the east of the railway required for green infrastructure, is under the control of Cala Homes, a national house builder, so there are no issues of land assembly or the need for complex land equalisation agreements. In this respect there are believed to be no impediments to delay the scheme once consent is granted and this has been confirmed by Cala Homes.
- 6.25. A planning application for 2,000 dwellings was submitted in 2009 and in 2010 an appeal was submitted against non-determination. A public inquiry into the appeal was held in early 2011, with the main issue being whether this 'reserve' site should be 'triggered' at that time, rather than fundamental issues of site suitability. The Secretary of State dismissed the appeal in September 2011. However, following a challenge by Cala Homes through the Courts to the Secretary of State's decision to dismiss the appeal, the previous decision has been quashed and the appeal is again before the Secretary of State for redetermination. It is expected that the appeal will be re-determined before the Local Plan Examination, although at the time of publishing this Paper and the Submission Plan, no date for this was known.
- 6.26. If the appeal is allowed and consent is granted at some time during 2012, it is anticipated that the development would commence in 2013. If the appeal is dismissed it would be expected that a new application would be submitted also within 2012, reflecting the provisions of the Local Plan Part 1. However, due to the need to prepare the site and create a proper access to serve the construction vehicles, it is not expected that there will be many, if any, completions in 2013. Therefore the trajectories estimate that the first occupations will occur in 2014/15, although this may take a

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<sup>2</sup> See for full details of the policy content see Winchester District Local Plan Review 2006



rather cautious view of the development and it is possible that a number of houses may be completed in 2013/14.

- 6.27. For the purposes of the Local Plan Part 1 housing trajectory it is assumed that development consists of 2,000 dwellings and will commence in 2014/15, continuing until 2026/27. The 'stronger market conditions' trajectory below also assumes the first completions will be in 2014/15, but allows for a faster rate of development and assumes the actual capacity of the site may prove to be slightly higher once detailed proposals are drawn up, at 2,100 dwellings. Under this possible scenario the development of the site could be complete by 2025/26.

#### West of Waterlooville (Newlands/Berewood)

- 6.28. Land West of Waterlooville is currently allocated in the adopted Winchester District Local Plan Review (saved policy MDA1) as a Major Development Area (MDA) of 2,000 dwellings together with strategic 'reserve' site of a further 1,000 dwellings. Policy SH2 of the Local Plan Part 1 allocates the site for a Major Development Area of about 3,000 new dwellings, and includes the 1,000 dwellings previously held as a 'reserve'.
- 6.29. The bulk of the site is within the Winchester District but part of the site lies with the Borough of Havant. A joint approach to bringing forward this site has been adopted by both Councils, and the MDA is also currently allocated in the adopted Havant Core Strategy as a strategic site. The MDA currently has outline planning consent for 3,000 dwellings and work has already commenced on the site.
- 6.30. The northern part of the MDA is in the ownership of Taylor Wimpey, and this will provide around 450 dwellings in total and employment floorspace. The remainder of the site is in the control of Grainger Trust and will provide around 2,550 dwellings, employment floorspace, community facilities and two new primary schools.
- 6.31. Both the saved policy in the adopted Winchester Local Plan Review and the strategic allocation in the adopted Havant Core Strategy refer to 2,000 dwellings, and expect that around 1,500 of the new dwellings would be in the Winchester District and around 500 in the Borough of Havant. This is in order to treat the development area as a single site, regardless of landownership or local authority boundaries.
- 6.32. Outline consent was granted on the Taylor Wimpey site for 450 dwellings and about 7 hectares of employment land<sup>3</sup> at a joint Planning Committee of both Councils in 2008. Reserved matter applications for Phases I and 2

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<sup>3</sup> Application ref; 05/00500/out; granted 04.01.2008

have subsequently been granted consent by both Local Planning Authorities (LPAs) for the first 230 units. Work on the first phase has now been completed, and the second phase is also nearing completion. A further reserved matters application for phases 3 and 4 was submitted to both LPAs and was granted consent by both Councils in April 2012. These last two phases will complete the residential element of the Taylor Wimpey scheme, which is reported to be selling well despite wider market conditions.

- 6.33. Grainger obtained outline consent for 1,550 dwellings and 12.5 hectares of employment land at a joint meeting of the Development Management committees of both LPAs, in 2008<sup>4</sup>. However due to the down-turn in the national economy the developers decided to re-masterplan the scheme to make it more viable and deliverable. The outcome of this exercise was a new outline application submitted in 2010. Due to the need for Winchester to plan to meet its housing requirements over the next 20 years, and the benefits of producing a comprehensive masterplan to cover the whole of the development site, the Council encouraged the developer to include the 'reserve' land in its application.
- 6.34. Therefore, outline consent was granted in 2011<sup>5</sup> for 2,550 dwellings, 2 primary schools, a new local centre, nursery and health provision, a community building, allotments, and a cemetery. Full consent was granted in March 2012 for the first phase of 194 dwellings and site works have started on the Grainger scheme.
- 6.35. The total capacity of that part of the West of Waterlooville site within Winchester District is 2,439 dwellings, hence the references in the Local Plan Part 1 (Policy SH1) to the total development being 'about 3,000' dwellings, with 'about 600' being within Havant Borough (and 'almost 2,500' in Winchester District). However, of these, 93 completions had been recorded on the Taylor Wimpey part of the site by 1 April 2011. Therefore, these fall outside the Local Plan Part 1 period and the total expected completions within the Plan period (2011-2031) and within Winchester District is expected to be 2,346 dwellings (2,439 minus 93 = 2,346). Therefore, Policy SH2 refers to 'about 2,350' dwellings within Winchester District within the Plan period.
- 6.36. For the purposes of the Local Plan Part 1 housing trajectory it is assumed that development during the Plan period will total 2,346 dwellings and will continue until 2024/25. The 'stronger market conditions' trajectory assumes the actual capacity of the site may prove to be slightly higher (+100 dwellings) once detailed proposals are drawn, at 2,446 dwellings.

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<sup>4</sup> Application reference 06/02538/out; dated 04/01/2008

<sup>5</sup> Application reference, 10/02862 & W19499/01

Under this possible scenario the development of the site could be complete by 2025/26.

#### North Whiteley

- 6.37. Policy SH3 of the Local Plan Part 1 allocates this site for about 3,000 dwellings. All the land allocated in policy SH3, is in the control of a development consortium of 3 national house builders, Taylor Wimpey, Bovis Homes, and Crest Nicholson, together with the principal landowner, so there are no issues of land assembly.
- 6.38. The development consortium is in the process of preparing a planning application for the development, which it expects to submit in 2012. There are not believed to be any land ownership issues likely to delay the scheme once consent is granted. The nature of the site will allow development to commence simultaneously from the Whiteley (southern) side of the site and from the Botley Road (northern) end. This will enable a rapid build-up of completions and also improve the ability to market a large number of dwellings (although 40% would be affordable anyway).
- 6.39. In the expectation that outline planning consent will be granted in 2013, it is anticipated that the development will commence in 2014. However due to the need to prepare the site and create proper accesses to serve the construction vehicles, the first completions are likely to occur towards the end 2014. For the purposes of the Local Plan Part 1 Housing trajectory a more cautious assumption has been adopted, which assumes the first completions during 2015/16.
- 6.40. The Local Plan Part 1 housing trajectory assumes that development will continue until 2029/30. The 'stronger market conditions' trajectory assumes the actual capacity of the site may prove to be about 3,500 dwellings, reflecting initial work undertaken on masterplanning by the development consortium. It also assumes that the development of the site could start in 2014/15 and be completed more quickly, by 2025/26. This follows the advice of the development consortium on its expected level of development.

#### Windfall Sites

- 6.41. No windfall allowance was included in previous versions of the Local Plan Part 1, or the 2011 Annual Monitoring Report's housing trajectory, as this was contrary to the guidance existing in PPS 3 at that time. However this position changed with the publication of the NPPF in March 2012.
- 6.42. The NPPF defines windfalls as *'sites which have not been specifically identified as available in the Local Plan process. They normally comprise*

*previously-developed sites that have unexpectedly become available*<sup>6</sup>  
Paragraph 48 states: 'LPAs may make an allowance for windfall sites in the five-year supply if they have compelling evidence that such sites have consistently become available in the local area and will continue to provide a reliable source of supply. Any allowance should be realistic having regard to the SHLAA, historic windfall delivery rates and expected future trends, and should not include residential gardens'.

- 6.43. Traditionally, windfalls have made a significant contribution to the housing land supply in the District. Nevertheless, the inclusion of windfall allowances is often challenged and the Council notes the requirement in the NPPF for 'compelling evidence'. Work for the Winchester District Local Plan Review (2006) looked at expected windfall provision and made a very modest assumption about the delivery of such site. It expected them to contribute between 342 and 480 dwellings from 2003 to 2011 (43-60 dwellings per annum). The table below shows the actual number of completions on windfall sites (sites which were not allocation in a Local Plan or identified in the Urban Capacity Study/SHLAA) in the past 10 years.
- 6.44. The definition of windfall sites used is consistent with the NPPF definition, but the table below also excludes dwellings developed on gardens, where it has been possible to research this information (for the last 5 years)<sup>7</sup>. These completions do not include replacement dwellings, rural exception sites and rural workers' dwellings.

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<sup>6</sup> National Planning Policy Framework, Annex 2

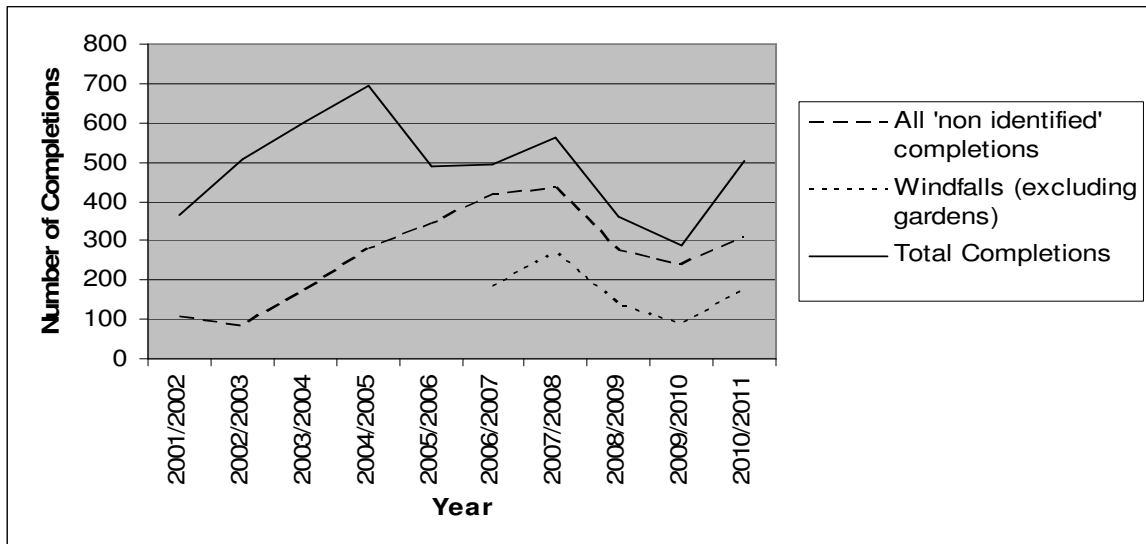
<sup>7</sup> The development of housing on garden sites was not monitored until June 2010 when an amendment to PPS3 was made and therefore the data above are estimates.

#### Windfall completions 2001 – 2011

Year	All 'not specifically identified' completions	Of Which Windfalls: (excluding gardens)	Total Housing Completions
2001/2002	104	Data not available	366
2002/2003	82	Data not available	506
2003/2004	176	Data not available	603
2004/2005	281	Data not available	694
2005/2006	342	Data not available	490
2006/2007	414	181	496
2007/2008	435	270	562
2008/2009	274	139	359
2009/2010	240	86	286
2010/2011	308	179	503
<b>Total</b>	<b>2656</b>	<b>855</b>	<b>4865</b>

- 6.45. It can be seen that windfall sites have made a very substantial contribution to housing provision over the last 10 years (55% of total completions) and that they have remained a very reliable source of supply. Indeed, while many suggest that windfall sites will 'dry up' over time, the evidence suggests that their contribution has increased over the last 10 years, not decreased. Provision in the 8 years from 2003-2011 was 2,200 (including garden land), compared to the previous Local Plan Review's estimate of 342-480 dwellings.
- 6.46. There is, therefore, 'compelling evidence' that windfall sites have made a considerable contribution to housing provision over the last 10 years. The table below illustrates how windfalls have become an increasingly large proportion of completions, even when garden sites are excluded. They formed a lower proportion in 2001-2005, when major allocations such as Whiteley and Knowle Hospital were being developed and this is likely to be the case again as the large strategic allocations in the Local Plan Part 1 are developed. Nevertheless, they have averaged 266 dwellings per annum over the last 10 years and, even excluding garden sites as advocated by the NPPF, the average was 171 dwellings per annum over the last 5 years.

**Number of completions on 'windfall' sites 2001 - 2011**



6.47. With regard to the issue of whether windfall sites will 'continue to provide a realistic source of supply', past trends suggest that they will and that this is not a source that is declining or 'drying up'. Indeed, there are several factors to suggest that there may be more scope for windfall sites following the adoption of the Local Plan Part 1, not less:

- Garden Sites - although the NPPF recommends against allowing for garden sites to be included, there are no policies at national or local level to resist garden development. These sites will, therefore continue to contribute, even though they cannot be allowed for in future projections;
- Policy Changes – the Local Plan Part 1 specifically introduces a more flexible approach to development in the smaller rural settlements, to replace the previous Local Plan's Policy H4 which produced very little development in the smaller rural settlements. Policy H4 delivered only 30 dwellings in the smaller settlements in the last 6 years, whereas the new 'infilling' policy is expected to enable more schemes to satisfy its requirements. In addition, the NPPF may result in a modest increase due to its policy changes, e.g. the slightly more relaxed approach to residential conversions in the countryside;
- Neighbourhood/Local Plans – changes to existing settlement boundaries may be made through either Neighbourhood Plans or the Local Plan Part 2, increasing the potential for windfall sites. Neighbourhood Plans must provide at least as much development as allowed by the Local Plan Part 1, thereby potentially increasing supply.

- 6.48. It can be seen from the above graphs that the number of completions on windfall sites is consistently substantial and provides a significant proportion of the annual number of completions. The Local Plan Part 1 trajectory makes a very modest allowance for windfall sites and combines this with potential provision through Local Plan Part 2 (if necessary) to show how the 11,000 dwelling requirement will be met. Even making no allowance for windfall/Local Plan Part 2 development in the first 5 years, a level of provision of no more than 100 dwellings a year is needed to meet the overall housing requirement. This compares to an annual average over the last 5 years of 171 dwellings per annum.
- 6.49. The 'stronger market conditions' trajectory includes a more substantial contribution from windfall/Local Plan Part 2 sites, of 150 dwellings per annum for years 6-20 of the Plan period. Given the recent contribution averaging 171 dwellings per annum this may be viewed as a more realistic contribution just from windfall sites. There is, of course, not a limit on the provision that can be achieved through Local Plan Part 2 and this can be used to ensure that adequate provision is made for the overall housing requirement and that sites are allocated, as/if necessary, to satisfy the targets for various settlements.
- 6.50. It is, therefore, concluded that windfall sites are expected to continue to make a substantial and reliable contribution to housing supply over the Plan period and a reasonable estimate of their contribution from year 6 onwards would be 100-150 dwellings per annum. There is also scope for Local Plan Part 2 to monitor housing provision and to allocate additional small sites or adjust detailed policy, if necessary, to ensure an adequate provision and distribution of development.

### 5 Year Land Supply

- 6.51. A requirement of the NPPF is to identify a supply of specific deliverable sites sufficient to provide five years' worth of housing against housing requirements, with an additional buffer of 5% (moved forward from later in the plan period) to ensure choice and competition in the market for land. Authorities with a '*record of persistent under delivery of housing*' should increase the buffer to 20%.
- 6.52. The requirements for 5-year land supply relate to the short-term monitoring of housing delivery, not to the setting of the overall Plan housing target, so it is not necessary or appropriate to increase the overall housing target by 5% or 20%. This has been confirmed by the recent Inspectorate advisory visit (see paragraph 4.17 above).

- 6.53. Nevertheless, various respondents argue that housing provision will not be adequate to maintain a 5-year land supply and the Council has addressed this point in the tables below. These use the information in the trajectories at Appendices C and D to produce a 'rolling' 5-year land supply analysis. Based on the Local Plan Part 1 Trajectory (Appendix C) it can be seen that, apart from a problem in 2011/12 (and no 'buffer' in 2012/13) a five year land supply can be maintained in every year for the whole Plan period up until 2026. After 2026 there are not 5 years of the Plan period left, but the small housing requirement remaining (if any) is also met.
- 6.54. For the 'Stronger Market Conditions' Trajectory table (Appendix D) it can be seen that there is the same short-term problem in 2011/12, after which a five year land supply can be maintained in every year for the whole Plan period up until 2024/5. After 2024/5 the housing requirement is met and there is no 5-year requirement.
- 6.55. Therefore, an adequate land supply, whether using a 5% or 20% 'buffer' (equating to 5.25 or 6.0 years' supply respectively), can be maintained in each year except at the very start of the Plan period. The 'shortfalls' in the later part of the Plan period are because the remaining requirement is less than 5 years, so the necessary supply is also reduced, or the requirement is already met. At the beginning of the Plan period, the shortfall is caused by the fact that the strategic allocations will take some time to achieve higher levels of delivery, but it is clear that this is only a short-term issue and that it is soon overcome. This 'problem' is reduced under the 'stronger market conditions' scenario, where very substantial land supply exists until the housing requirement is met in 2024/25.
- 6.56. It is, therefore, concluded that there are various sources of land supply which are deliverable and reliable and will adequately meet the Local Plan's housing requirement. It is not appropriate or necessary for the Local Plan Part 1, which is a strategic document, to identify in detail each source of housing provision over the next 20 years. The key issue to be examined is whether the policy framework provided will enable an adequate level and distribution of housing to be provided. The detailed split between different sources of provision is a matter for Local Plan Part 2 to examine, but for the purposes of Local Plan Part 1, it is clear that there is ample scope for the Local Plan's housing requirements to be met from the sources discussed.



### 5 Year Land Supply – Local Plan Part 1 Trajectory

Year	Requirement	Projected annual completions	Cumulative Completions	Remaining Annual requirement	5 year requirement	Available supply	Years Supply
2011/12	11000	261	261	550	2750	2306	4.2
2012/13	10739	299	560	565	2826	2838	5.0
2013/14	10440	521	1081	580	2900	3484	6.0
2014/15	9919	518	1599	583	2917	3960	6.8
2015/16	9401	707	2306	588	2938	4280	7.3
2016/17	8694	793	3099	580	2898	4481	7.7
2017/18	7901	945	4044	564	2822	4531	8.0
2018/19	6956	997	5041	535	2675	4379	8.2
2019/20	5959	838	5879	497	2483	3974	8.0
2020/21	5121	908	6787	466	2328	3648	7.8
2021/22	4213	843	7630	421	2107	3182	7.6
2022/23	3370	793	8423	374	1872	2696	7.2
2023/24	2577	592	9015	322	1611	2109	6.5
2024/25	1985	512	9527	284	1418	1723	6.1
2025/26	1473	442	9969	246	1228	1367	5.6
2026/27	1031	357	10326	206	1031	1031	5.0
2027/28	674	206	10532	169	674	674	4.0
2028/29	468	206	10738	156	468	468	3.0
2029/30	262	156	10894	131	262	262	2.0
2030/31	106	106	11000	106	106	106	1.0

### 5 Year Land Supply – ‘Stronger Market Conditions’ Trajectory

Year	Requirement	Projected annual completions	Cumulative Completions	Remaining Annual requirement	5 year requirement	Available supply	Years Supply
2011/12	11000	261	261	550	2750	2406	4.4
2012/13	10739	299	560	565	2826	3238	5.7
2013/14	10440	521	1081	580	2900	4274	7.4
2014/15	9919	568	1649	583	2917	4980	8.5
2015/16	9351	757	2406	584	2922	5452	9.3
2016/17	8594	1093	3499	573	2865	5843	10.2
2017/18	7501	1335	4834	536	2679	5843	10.9
2018/19	6166	1227	6061	474	2372	5351	11.3
2019/20	4939	1040	7101	412	2058	4766	11.6
2020/21	3899	1148	8249	354	1772	4243	12.0
2021/22	2751	1093	9342	275	1376	3542	12.9
2022/23	1658	843	10185	184	921	2606	14.1
2023/24	815	642	10827	102	509	1919	18.8
2024/25	173	517	11344	25	124	1433	58.0
2025/26	-344	447	11791	0	0	1072	N/A
2026/27	-791	157	11948	0	0	781	N/A
2027/28	-948	156	12104	0	0	624	N/A
2028/29	-1104	156	12260	0	0	468	N/A
2029/30	-1260	156	12416	0	0	312	N/A
2030/31	-1416	156	12572	0	0	156	N/A

## **7. Conclusion**

- 7.1. Housing is one of the main development needs to be accommodated through the Local Plan Part 1 and a topic which has raised substantial comment, both from those promoting greater provision and those seeking less. During most of the Local Plan/Core Strategy development process the expectation has been that the Plan would meet the housing targets set in the South East Plan. However, the Coalition Government's clear intention to abolish regional strategies has led the Council to develop a locally-derived housing target and spatial distribution.
- 7.2. The City Council expects that regional strategies may have been abolished by the time of the public examination into the Local Plan, and certainly by the time the Plan is adopted. Nevertheless, the Plan remains in 'general conformity' with the South East Plan, for the period covered by that Plan, whilst at the same time extending the Plan period to 2031 and incorporating a locally-derived housing requirement and distribution.
- 7.3. The Council has paid close attention to Government advice on housing provision and has ensured that its work reflects the advice applying at the time. In particular, its locally-derived housing requirement is evidence-based, takes account of local aims established through consultation, accords with Government advice and is the most sustainable option. While there are many respondents that are critical or suggest different levels of provision (higher and lower), none amounts to a 'reasonable alternative' to the Plan, or better meets the requirements for soundness.
- 7.4. The housing targets are, therefore, the most appropriate taking account of Government advice, the available evidence, the results of sustainability appraisal and the outcome of consultation. The distribution of the overall target to the three spatial areas also best reflects the spatial strategy and vision for each of the areas. The test for the Plan is not simply whether respondents find the various targets acceptable, but whether they are 'sound' and whether there is a reasonable alternative that would better meet the various tests of soundness and legal compliance. The Local Plan Part 1 is not the place for promotion or discussion of non-strategic sites, whether it is by those promoting such sites or those opposing their potential allocation.
- 7.5. Neither is it necessary for the Local Plan Part 1 to identify and prove the deliverability of every development opportunity in the District for the next 20 years. It is a strategic Plan which provides the overall development strategy and strategic allocations that will facilitate adequate provision. Nevertheless, considerable evidence of housing supply from a variety of different types of sites is provided. This shows not only that the Plan's

District-wide housing target is fully deliverable, but that delivery will come from a range of sites and locations, and be spread over the Plan period.

- 7.6. There is currently a very short-term housing land supply issue which will be overcome once the Plan is adopted and the strategic allocations can be brought forward. A 5-year land supply can then be readily maintained throughout the Plan period. Indeed, depending on market conditions, the District target is likely to be completed ahead of the end date of the Plan, exceeding the planned level of provision.
- 7.7. The Local Plan Part 2 or other DPDs provide the opportunity to review progress and to make any smaller-scale allocations that may be necessary. Current information, as set out in this Background Paper, suggests that additional allocations may not be needed to meet the overall District housing requirement, although they may still be needed to achieve adequate provision for those settlements with their own housing targets.
- 7.8. The Council's conclusion is, therefore, that the Plan meets the various requirements of Government advice, particularly to assess full housing needs for a range of housing types and to respond to market demand, working with its neighbouring authorities. It is realistic in its assumptions about the delivery of the necessary housing and has shown that this will be achieved. In other words, the Plan's proposals for housing provision, distribution and delivery are sound and warrant support.

## **APPENDIX A – Key Matters Arising from Blueprint for the 3 Spatial Areas**

**(extracts from reports CAB2115(LDF) and CAB2148(LDF))**

### **Key Matters relating to WINCHESTER DISTRICT:**

#### **Housing =**

- Need affordable housing but not necessarily social rented –
- Need to explore more types of affordable housing options – particularly for those on low incomes but who do not qualify for social housing
- Utilise under occupied sheltered housing for young people
- Care homes and ‘quality’ options for older people must be addressed
- Accessibility vs affordability (amount of deposit required is a big issue for many)
- Provide incentives for people to live and work in same area
- High demand for 2 bed properties – small terraced housing more attractive than flats
- Flexible family housing
- Consider ‘extra-care’ housing / assisted living
- Explore options for rental sector – security of tenure/reputation of landlord are key issues to be addressed
- Housing association ‘try before you buy’ schemes need promoting
- Must ensure housing market moves – cannot allow population to decline
- Housing provision must be based on need not demand

#### **Employment =**

- Young people need access to employment opportunities – apprenticeships
- Access to work is an issue for young people
- Lack of opportunities for graduates
- Reduce commuting through higher paid local employment
- Encourage home working
- Need affordable offices

#### **Community =**

- Encourage sport
- Access to local social activities
- Retain services (child care, health) to ensure families can remain in settlements
- Access for older people to services and facilities is an issue to be addressed.
- Need access to mental health support
- Faster broadband required

- Affordable and reliable public transport
- Fuel poverty needs to be addressed – explore alternatives
- Promote local food production
- Increase public participation in local democracy
- Retain cultural facilities as these are key to sustainable communities
- Require developer contributions for community facilities
- Recognise that the Police are a key infrastructure provider
- Low/zero carbon transport
- Promote low carbon economy
- Protect the natural environment and retain settlement gaps
- Landscape character needs to be protected from over development – the District should be looked at as a whole not divided between PUSH and Non PUSH
- Provide small scale renewable energy schemes
- Retain and expand community transport
- Any development should be locally distinctive
- Need to provide multi-functional green infrastructure
- Need mix of shops for locals as well as visitors
- Retain voluntary sector

### **Key Matters relating to WINCHESTER TOWN:**

#### **Housing =**

1. recognition of the need for low cost/affordable housing
  - small sites
  - provision for local people
  - consider council owned land for redevelopment
2. recognition of need for mix of homes
  - family homes
  - housing for single professionals
  - housing for vulnerable people
  - housing for students and new graduates to remain in the City
  - Various types of people all competing for 2/3 bed homes
3. housing for aging population
  - specific provision for older people
  - options for downsizing – retirement village in city centre; retention of bungalows; larger flats (2 beds, larger kitchens); conversion of own home
  - provision of care homes
4. brownfield vs greenfield
  - have small new developments not big new suburbs – organic growth - acknowledge a degree of development is necessary if needs are to be met

- re-use areas of city centre and industrial land incl car parks
- retain compact city and well-defined urban edge
- retain and protect character of the City
- create higher density nodes at neighbourhood/local centres
- use of 'proper' brownfield sites not back gardens
- allocation of a large greenfield site as a mixed use urban extension will provide necessary infrastructure and affordable housing and relieve city centre facilities.
- need 2X Badger Farm to provide much needed affordable housing
- actual vs perceived need
- main issue is overall housing supply, not just affordability
- need to push the envelope and grow Winchester – Barton Farm, Bushfield Camp, Winnall

#### Employment =

1. resolve commuting issue
  - impact on economic changes; work patterns; cost of transport etc
  - reverse imbalance between the types of jobs available and the working population
2. provision of affordable businesses premises
  - for entrepreneurs/start ups
  - reduction of rents/rates
  - use of vacant buildings – redevelopment opportunities
  - role for WCC
  - business infrastructure – broadband; business support/advice
  - live/work units
3. economic role of Winchester Town
  - declining dominance of public sector
  - opportunities for knowledge and creative sectors
  - green / low carbon industries
  - role of tourism/culture
  - role of Universities
  - Greenfield vs brownfield opportunities
  - opportunities for food production/promotion
  - promotion of Winchester with niche market
  - local centres of excellence across the City
  - technology/knowledge park
    - impact on character
    - role and function – occupation
    - anchor occupier – need to be pre-let

### Community =

1. transport
  - retention vs redevelopment of central car parks
  - 20 mph limits and other restrictions
  - priority for pedestrians and cyclists
  - improved public transport – more frequent, cheaper
2. social provision (health, education etc)
  - retention and improvement of facilities for young, elderly, vulnerable groups
3. green infrastructure
  - retain and replant trees
  - retention and protection of green wedges/open spaces
4. local democracy
  - create a Town Council for Winchester, with its own elected Mayor as champion
  - Need a comprehensive 'conceptual framework' or 'neighbourhood plan' for the whole City and its surroundings
5. design and energy efficiency
  - promote energy efficiency by leading by example and turning off lights in buildings and car parks overnight etc
  - employ high quality creative and sustainable architecture
  - Sustainable new and old buildings – particularly housing

### **Key Matters relating to SOUTH HAMPSHIRE URBAN AREAS:**

#### Housing =

- Whiteley development to be limited to a maximum of 3000 dwellings
- Need mixed community with adaptable housing
- Opposition to the proposed strategic allocation as it is within a rural area not urban area and will result in urbanisation
- This scale of housing is not needed locally

#### Employment =

- provision of jobs for young people
- need wider range of jobs

#### Community =

- must resolve the lack of infrastructure and consider impact on capacity of existing infrastructure
- need to fully integrate both existing and new communities
- roads and schools are critical
- bus routes and links needed with railway station
- leisure facilities for all



- cycle routes to places of employment
- development will increase congestion

### **Key Matters relating to MARKET TOWNS AND RURAL AREA:**

#### **Key matters raised Level 1 settlements:-**

##### **Housing =**

- Recognition of the need for more housing to retain and support the local economy vs future growth must be restricted – safeguard environment and community
- Sustainable location therefore should accept a corresponding level of growth vs least sustainable larger settlement in the district
- Support proposals for major housing development in Winchester as this will remove pressure for larger housing targets in the market towns
- Need for 2/3 bed properties for families/young professional people and for older people to downsize to – with gardens and parking
- Suggest 20 new dwellings per year is the right scale of development (NATC)
- Investigate sites put forward at issues and options stage (BWPC)
- Avoid piecemeal development and consider role and capacity of surrounding villages
- Need low cost affordable rented accommodation
- Capacity for infilling rather than development on greenfield sites
- New housing must be sustainable/energy efficient
- Ensure housing is supported by new/improvements to infrastructure prior to development commencing
- Various sites promoted/suggested as suitable for housing development
- Consider sheltered accommodation close to the town centre and/or nursing home for aging population
- No priority is given to local people in allocating affordable housing

##### **Employment =**

- need to consider the reuse of an existing employment site for housing purposes (NATC)
- need for live/work units
- fast reliable broadband is essential for the local economy
- reduce business rates to retain mix of independent retailers and businesses
- welcome tourism – maximise gateway position of South Downs National Park – need tourist office/information
- maximise opportunities promoted by low carbon economy
- support for new small business/light industrial units; start up units
- retain local shops

- mis-match of local jobs and local skills

#### Community =

- need to rectify any shortfall in open space provision
- consider additional provision of burial sites/extension to existing
- need more cycle routes
- introduce speed restrictions and traffic calming/management
- improve/provide more town centre parking
- maintain roads and improve drainage and sewerage systems
- improve public transport particularly at weekends and make fares cheaper
- need to improve medical facilities – dentist
- retain library, police and fire stations
- consider redevelopment of school sites in Alresford
- need to address climate change – mitigation and adaptation need to be given greater prominence
- improve appearance of the town
- provide more leisure facilities – indoor (gym, pool, courts etc)
- encourage local food production and co-ops
- concern how much land will be built on but acknowledge need for more facilities

#### **Key matters raised Level 2 settlements:-**

##### Housing =

- need to target brownfield sites do not need large estates
- consider development on small vacant plots and infilling
- support and protect rural character
- build only family homes
- retain bungalows
- individual identity of settlements must be retained and any surrounding 'gaps' retained and protected
- consider a small number of affordable homes for local people to ensure the sustainability of the community
- explore the need for sheltered housing/care home given the ageing population
- various comments from promoters of sites in all localities
- large greenfield developments do not receive local support
- any development should reflect rural character
- provision of starter homes for the young wishing to remain local
- social housing must be allocated to those with a local connection
- any new housing should be for need only
- concern that local infrastructure is at capacity to accommodate any more development – particularly drainage
- no requirement for large houses
- concern over impact of large developments in neighbouring areas

- must retain greenfields

#### Employment =

- support the need for start-up units which are genuinely small to encourage new enterprises
- support agricultural and equine industries as provide valuable local employment
- must have fast, reliable broadband
- avoid additional commercial traffic on rural roads and junctions
- use of HGV's on narrow lanes
- need to take into account wider area when considering employment and the need for people to commute to suitable places of work
- maximise provision for working at home
- no requirement for warehousing or general storage
- support small business development which augment countryside skills
- local jobs in village centres must be retained
- more housing would mean more people commute out due to local opportunities

#### Community =

- public transport must be improved – frequency of service particularly in the evenings and at weekends/bank holidays
- need to address current lack of formal /informal open space before granting permission for more development
- support for built sports/leisure facilities
- support for local shops and services – these must be retained and capacity addressed to accommodate more development
- enhance local centres and make more attractive
- concern over capacity of primary/secondary schools
- proximity of south Downs National Park – exploit this opportunity
- need to manage traffic speeds through villages and rural areas
- consider provision of mobile medical/dental services
- encourage energy saving schemes and provide more detail of costs, payback times etc
- school/village halls sometimes underused by the community
- residents value strong community spirit and rural setting – concern over impact of large scale development in adjoining areas
- do not want to be urbanised
- retain local wildlife
- preserve local historic sites

#### **Key matters raised Level 3 and 4 settlements:-**

##### Housing =

- Support affordable housing for local people with/without enabling market housing

- Additional housing not desired or needed
- Need 2-3 bed housing for young families to remain local
- Need sheltered/warden control accommodation for the elderly and/or care home
- Smaller housing for the elderly – bungalows
- Do not need large houses
- Avoid substantial new development
- Restrict housing to brownfield sites and within existing settlement boundary
- No one needs to live here – all are commuters - distinguish between want and need
- All new homes should be energy efficient
- Concern about impact on infrastructure and services if there is more development
- Retain rural character and settlement identity – protect gaps

#### Employment =

- must have more reliable broadband
- mobile telephone reception is patchy
- support for small start-up units
- promote homeworking
- retain existing shops and services as provide local employment
- support businesses which promote the countryside

#### Community =

- capacity of infrastructure to support new development
- need to retain existing services and facilities
- consider mobile services – doctors/dentist
- request more leisure/open space provision
- improve footpaths
- no street lighting or pavements
- request doctors and more shops
- public transport – need better evening and weekend service
- retain concessionary travel
- retain wildlife habitats
- concern over capacity of existing schools and the location of alternatives

## **Appendix B**

### **Sustainability Appraisal of Scenarios in Housing Technical Paper**

## Appendix X: SA OF HOUSING TECHNICAL PAPER

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### 1.0 Context

- 1.1 In response to changes in planning, including the implementation of localism and the Government's intention to abolish Regional Strategies, Winchester City Council took the opportunity to review its housing needs and to develop a locally-derived housing target. The Council drew upon various sources of technical evidence, as well as responses to its Blueprint public involvement exercise, to devise a suggested new target for housing provision in the Winchester District.
- 1.2 The Housing Technical Paper (published in June 2011) considers various scenarios for population and housing change. It reaches a conclusion about which scenario should form the basis for the future level of housing development and which would not meet the District's needs or be suitable for adoption. It also identified the need for some further work on updating economic needs, which may result in some changes to the housing requirement proposed.
- 1.3 Planning legislation<sup>1</sup> requires that the preparation of local plan documents is subject to Sustainability Appraisal (SA), including the requirements of the Strategic Environmental Assessment (SEA) Directive<sup>2</sup>. In SA, social and economic factors should be considered in the same way as environmental factors are required to be assessed by the SEA Directive. Recent guidance<sup>3</sup> confirms that the SA should be an integral part of the plan preparation process.
- 1.4 The SEA Directive requires that "*...an environmental report shall be prepared in which the likely significant effects on the environment of implementing the plan or programme, and reasonable alternatives... are identified, described and evaluated*" (Article 5.1). Information to be provided in the environmental report includes "*an outline of selecting the alternatives dealt with...*" (Annex I (h)).
- 1.5 The Winchester District Housing Technical Paper (June 2011) comprised part of the evidence base that was used in the wide public consultation as part of the **Plans for Places...after Blueprint** engagement process during the summer of 2011. The analysis of the potential four options for locally-derived numbers for housing throughout the District and the preferred option (Scenario 1) were considered by the public at this time. The views of the public, together with additional information including further studies<sup>4</sup> on employment and population, were taken into account in preparing the next stages of the plan-making. This additional evidence informed the preparation of Core Policy CP1 Housing

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<sup>1</sup> Planning & Compulsory Purchase Act s39 (2), 2004

<sup>2</sup> EU Directive 2001/42/EC

<sup>3</sup> National Planning Policy Framework (DCLG, 2012) para 165

<sup>4</sup> Review of Employment Prospects, Employment Land & Demographic Projections (Aug 2011) DTZ for WCC

Provision which was subject to SA and the findings published in the SA Report accompanying the Pre-Submission Local Plan Part 1 (December 2011).

- 1.6 In March 2011, a High Court Judgment<sup>5</sup> provided further guidance in the practical implementation of the SEA Directive for the appraisal of spatial plans. The primary ground of the legal challenge to the (SA)/SEA was concerned with alternatives. The Judgment determined that the environmental report accompanying the draft plan must refer to, summarise or repeat the reasons that were given for rejecting the alternatives at the time when they were ruled out, and those reasons must still be valid. This approach for alternatives was further established in a subsequent High Court Judgment<sup>6</sup> in February 2012.
- 1.7 This document sets out the method and findings of a SA of the options for locally derived housing provision for the whole District. It demonstrates that the reasons for selecting and rejecting alternatives in the summer of 2011 are still valid now in May 2012.

## 2.0 Method

- 2.1 The SA was carried out in accordance with Government guidance<sup>7</sup> and using an objectives-based approach that makes the assessment relevant to the sustainability issues and aims for the Winchester District area. Details of the development of the SA Framework and methods are set out in the SA Reports for the Winchester Local Plan Part 1 – Joint Core Strategy (Dec 2011 & May 2012).

- 1. Building Communities:** to create and sustain communities that meet the needs of the population and promote social inclusion
- 2. Infrastructure:** to provide for the timely delivery of infrastructure suitable to meet community needs
- 3. Housing:** to provide good quality housing for all
- 4. Economy & Employment:** to maintain the buoyant economy and develop greater diversity that meets local needs
- 5. Transport:** to increase accessibility; reduce car usage and the need to travel
- 6. Health:** To improve the health and well being of all
- 7. Water:** to protect, enhance and manage water resources in a sustainable way
- 8. Waste:** to ensure sustainable waste management
- 9. Climate Change:** to address the causes of climate change and to mitigate and adapt in line with Winchester's Climate Change Strategy
- 10. Sustainable Construction:** to promote the sustainable design and construction of buildings and places
- 11. Biodiversity:** to conserve and enhance biodiversity
- 12. Heritage:** to protect and enhance built and cultural heritage
- 13. Landscape & Soils:** to protect and enhance the character and quality of the landscape of Winchester District
- 14. Built Environment:** to secure high standards of design
- 15. Pollution:** to minimise local and global sources of pollution

<sup>5</sup> Save Historic Newmarket Ltd v Forest Heath District Council (2011) EWHC 606

<sup>6</sup> Heard v Broadland District Council, Norfolk DC, Norwich City Council (2012) EWHC 344

<sup>7</sup> Plan Making Manual (PAS, 2009) <http://www.pas.gov.uk/pas/core/page.do?pagelid=152450>

- 2.2 A high level and strategic approach to the SA is appropriate to the nature and detail of the Housing Technical Paper that considers a number of potential scenarios to develop a new housing target for housing provision in the Winchester District. The Housing Technical Paper is not site-specific so it is not possible to undertake an SA of the potential site impacts of the various scenarios. The SA can only generalise about the effects of overall housing numbers on the District as a whole. Potential site impacts will depend upon the scale, nature and location of housing developments and the effectiveness of mitigation for negative effects is dependent upon other policies.
- 2.3 The assessment was made against the baseline information and review of plans/programmes compiled for the SA<sup>8</sup>, the evidence base compiled for plan-making<sup>9</sup>, and comparisons of previous housing predictions with actual delivery. Where possible, the likely significance and nature of potential effects from each of the scenarios for housing were identified, and uncertainties were noted.
- 2.4 The four alternative approaches to housing provision considered in the Technical Paper are as follows:

**Scenario 1: Government Projections** using the ONS 2008-based population projections to determine population change for the Winchester District to 2031. The total population increase projected from 2011-2031 is 16,550 and the total dwelling increase needed to accommodate this 11,000; the increase in economically active population is 6,550.

**Scenario 2: Zero Net Migration (Natural Change).** The model imposes a constraint on migration to produce a scenario where in and out migration is in balance. The population would fall from 2011 to 2031 by about 850, although an increase in dwellings of over 3,500 would still be needed because household size continues to fall.

**Scenario 3: Economic-Based Projections.** This scenario was developed by consultants<sup>10</sup> as an attempt to model an economically-led scenario. If the annual rates calculated by NLP were applied over a 20 year period they would equate to an increase of 10,760 additional jobs, a further 7,420 economically active population, a total population increase of 28,834 and a requirement for 15,640 dwellings.

**Scenario 4: Affordable Housing-led Projections.** Based on the NLP studies, the housing requirement needed to generate 375 affordable dwellings per annum would be in the range 18,760-25,000 dwellings (depending upon a proportion of 30% or 40% for affordable housing) for the 20 years over the period 2011-2031.

- 2.5 Scenario 4 projects a very high overall housing requirement based on affordable housing-led data. Population data are not provided. The Housing Technical Paper concluded that the technical basis on which scenario 4 has been

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<sup>8</sup> Appendices III and IV, SA of Winchester's Local Plan Part 1- Joint Core Strategy (Dec 2011)

<sup>9</sup> [www.winchester.gov.uk/](http://www.winchester.gov.uk/)

<sup>10</sup> Housing Assessment (for Cala Homes) NLP, 2011



developed is not robust since it includes many assumptions that may change over the 20 year period (for example, significant and uncertain changes to the affordable housing and benefit systems), and the method includes double-counting of data by over projecting the backlog element. Thus scenario 4 has been concluded to be technically unsound. It cannot be considered to be a *reasonable* alternative with regard to the SEA Directive and is not considered any further in the SA.

- 2.6 The scenarios 1-3 were appraised using the framework of SA objectives developed for the Local Plan.

### 3.0 Sustainability Appraisal Findings

- 3.1 The findings of the SA are set out in plain text in the commentary and detailed in the matrix in **Appendix A**. *Italics text* refers to the SA refreshed as a result of additional information from further studies<sup>11</sup> undertaken by DTZ for WCC (August 2011) to review the employment prospects, employment land & demographic projections. These studies confirmed that the predicted dwellings numbers of 11,000 were reasonable in scenario 1- thus removing some uncertainty that the numbers might be at the higher end of the range. The adjustment of jobs predicted in scenario 3 (ie the downturn due to the continuing atypical economic situation) resulted in the predicted dwellings numbers for scenario 3 being reduced considerably and to numbers similar to those in Scenario 1.
- 3.2 Scenario 1 is based on projecting past trends forward and it may not be able to anticipate current or emerging significant changes such as the current economic situation – which is now viewed as likely to be prolonged and atypical of economic cycles. The effects of the economic situation may be to limit the ability of people to form households and the type of accommodation they seek or can afford. This situation could be compounded by other factors (for example, costs of higher education, availability of employment) for the younger generation. The overall effect is likely to reduce the ability or propensity of people to create separate households. This led to a conclusion in the Technical Housing Paper (June 2011) that the projection of 11,000 dwellings may be at the upper end of the level of housing for this scenario 1. However, subsequent further work (DTZ Aug 2011) has confirmed that this amount of housing provision is reasonable and provides more certainty to the SA.
- 3.3 The higher population numbers projected by Scenario 3 may have negative effects on SA objectives for the provision and capacity of infrastructure and the ability to deliver in keeping with local characteristics. The decrease in overall population numbers (but an increase in the older age groups 65+) projected by scenario 2 may have negative effects on the ability to deliver housing to meet the needs of such specific groups with an unbalanced population.

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<sup>11</sup> Review of Employment Prospects, Employment Land & Demographic Projections (Aug 2011) DTZ for WCC

- 3.4 A mixed and balanced population is a major factor in creating and sustaining communities that promote social inclusion and progress sustainable development. This includes maintaining a stable population in all age groups. Scenario 1 projections anticipate that migration will make up a large proportion of the 16,550 population increases over the 20 year period 2011-31. Without net in-migration there would be a fall in population overall – the only increases would be in the older age groups resulting in unbalanced communities. Thus Scenario 1 would have significant positive effects to progress the SA objectives for building communities.
- 3.5 Although Scenario 3 is based on job numbers to project population, the increases of around 15,000 dwellings could be assumed to include a similar proportion of migration and thus also have positive effects with regard to mixed communities. However, it is possible that the existing communities and environment would not have the capacities to absorb this much higher population increase without potential negative effects on SA objectives for supporting infrastructure, travel, and accessibility to health, community, cultural and recreational facilities. However, it is not possible to test this at the level of District-wide housing provision.
- 3.6 Scenario 2 projects an overall decrease in population numbers of 850; only the 65+ age groups increase in numbers with all other age groups declining. The greater proportion of older people will create unbalanced communities and have very significant negative effects. In reality, people who can out-compete other potential occupiers will still migrate into the District and make competition for a more limited supply of housing more intense – with negative effects on the SA objective for balanced communities. The disproportionate increases in numbers of older people projected are also likely to have negative effects on the capacity of the District with regard to the SA objectives for provision and accessibility to community, health, cultural and recreational facilities.
- 3.7 In scenario 2, the number of economically active residents falls by about 2,950 (5%) between 2011 and 2031. This is likely to have significant negative effects on the economy of the District and will not progress the SA objective to maintain the buoyant economy and develop greater diversity of jobs to meet local needs.
- 3.8 Scenarios 1 and 3 project similar increases in economically active residents (6,550 and 7,420 respectively) and both scenarios are likely to have positive effects on the SA objectives for economy and employment. Scenario 3 is based on projections of different business sectors that include levels of job increases for the PUSH area, Winchester District, and local needs. In consideration of the uncertainty due to the atypical economic situation, further studies<sup>12</sup> were undertaken for the Council to update the employment prospects.
- 3.9 This review concluded that overall employment growth within the District is expected to be more modest than originally projected and that the composition

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<sup>12</sup> Review of Employment Prospects, Employment Land & Demographic Projections (Aug 2011) DTZ for WCC

of employment will change with the main generators of job growth being in the services sector, primarily through business. A much more limited need for additional floorspace in the future is indicated. The number of jobs predicted over the 20 year period from 2011 to 2031 is reduced from 10,760 to 9,270. The review projected an updated housing requirement (11,600 dwellings over 20 years) and this proved to be very close to that derived under Scenario 1 (11,000 dwellings over 20 years). This further confirmed that Scenario 1 is a reasonable basis for planning new housing provision.

- 3.10 The nature and significance of any potential effects (negative and positive) of development on the environment depends upon the characteristics and sensitivities of the receiving locations. The extent of enhancing positive effects and mitigating negative effects is in the detail of other policies in the plan (for example, on biodiversity) and the siting of strategic allocations. Winchester District has four distinct characteristic areas – Winchester Town; the PUSH area with a priority for economic growth; the market towns and rural areas; and the South Downs National Park with a priority for conservation.
- 3.11 Scenario 2 has the lowest increase in housing predicted and would be expected to have the potential for least negative effects on the environment compared to Scenarios 1 and 3. With the highest increase in housing predicted, Scenario 3 would be expected to have the potential for the most adverse effects on the environment. However, this is uncertain since it is dependent on location and other policies, which are subject to SA such that any significant negative effects will be mitigated.
- 3.12 Scenario 2 would have significant negative effects on SA objectives for communities and the economy/employment since it would not plan positively for predicted changes in the population and would result in unbalanced communities. Scenarios 1 and 3 have positive effects for the economy and employment. However, the high numbers of dwellings predicted for Scenario 3 are considerably in excess of anything achieved in the last 20 years and with the very high increase in population uncertain cumulative effects for sustainability of communities and the environment are indicated.
- 3.13 The predictive methods used in Scenario 1 are less certain at the sub-District areas. The Council proposed to use its Blueprint public consultation process to help define sub-District housing requirements. The SA process includes scoping and assessing according to the characteristics and issues for sustainability of the Plan area. Thus, such an approach meets positively with the principles of SA.

## **Conclusion and Summary Reasons for Selecting/Rejecting Alternatives**

- 4.1 Scenario 2 was rejected as an approach to housing for the District since it would lead to unbalanced communities and with the reduction in economically-active population would have significantly negative effects on the sustainable development of the District. Whilst Scenario 3 indicates positive effects on the economy, the effects of such high numbers of population predicted may be

negative with uncertain effects on the environment, and the capacity of infrastructure and supporting community facilities.

- 4.2 The SA concluded (as did the analysis set out in the Housing Technical Paper) that Scenario 1 Government Projections was the strategic approach to housing provision that would have most positive effects with regard to mixed and balanced sustainable communities. There are positive cumulative effects of enough economically active and mixed ages of people to sustain the District whilst ensuring that the proposed development is located where any negative effects on the environment may be mitigated through other specific planning policies. The subsequent review of employment confirmed that the housing numbers in Scenario 1 are a reasonable basis and that updating the economic assumptions would bring the level of housing provision in Scenario 3 to a very similar level.
- 4.3 The SA and its consideration of the appraisal of alternative options in June 2011 and now in May 2012 confirms that the reasons for selection/rejection of the reasonable alternatives are still valid and as summarised by the following table:

**Table 4.1: Summary Reasons for Selection/Rejection of Alternative Scenarios**

No	Scenario	Summary Reasons for Selection/Rejection
1	<b>Government Projections</b>	Based on robust data Very positive effects on population, balanced communities, housing & supporting infrastructure Very positive effects on the economy Overall scale of development on environmental factors likely to be mitigated by other policies and location. <b>Selected.</b>
2	<b>Zero Net Migration (Natural Change)</b>	Very negative effects on population, balanced communities; concern about meeting affordable housing needs Very negative effects on the economy Neutral or uncertain positive effects on the environment. <b>Rejected.</b>
3	<b>Economic-Based Projections</b>	Positive effects on population and communities; uncertain negative effects on capacity of supporting services and infrastructure Very positive effects on the economy but doubt about deliverability. Overall scale of development on environmental factors may difficult to mitigate by other policies and location. <b>Rejected.</b> <i>Further studies reduced employment (&amp; population) figures down to similar numbers of dwellings as to the preferred Scenario 1.</i>

4	<b>Affordable Housing-led Projections</b>	Technically unsound, data double-counted, based on too many assumptions that are changeable & thus not a reasonable alternative with regard to the SEA Directive. <b>Rejected.</b>

## Appendix A: Sustainability Appraisal of Scenarios in Housing Technical Paper

### Sustainability Appraisal Key:

++	Development actively encouraged as it would resolve an existing sustainability problem – Major Positive
+	No Sustainability constraints and development acceptable – Positive
0	Neutral
?	Unknown/uncertain effect
-	Potential sustainability issues; mitigation and /or negotiation possible – Negative
--	Problematical and improbable because of known sustainability issues ; mitigation or negotiation difficult and /or expensive – Major Negative
x	Absolute sustainability constraints to development
	<p>Commentary on appraisal findings in plain text (information available when the Housing Paper was published in summer 2011 as part of the evidence to inform the public consultation Plans for Places...after Blueprint</p> <p><i>Italics text &amp; appraisal key refers to SA refreshed as a result of additional information from further studies undertaken by DTZ for WCC (August 2011) to review the employment prospects, employment land &amp; demographic projections – this removed some uncertainty of effects arising from uncertainty of numbers of dwellings in scenario 1. It confirmed that the dwellings numbers of 11,000 were reasonable in scenario 1; the adjustment of jobs predicted in scenario 3 (downturn due to continuing atypical economic situation) resulted in dwellings numbers for scenario 3 similar to scenario 1.</i></p>

### SA Objectives:

- 1. Building Communities:** to create and sustain communities that meet the needs of the population and promote social inclusion
- 2. Infrastructure:** to provide for the timely delivery of infrastructure suitable to meet community needs
- 3. Housing:** to provide good quality housing for all
- 4. Economy & Employment:** to maintain the buoyant economy and develop greater diversity that meets local needs
- 5. Transport:** to increase accessibility; reduce car usage and the need to travel
- 6. Health:** To improve the health and well being of all
- 12. Heritage:** to protect and enhance built and cultural heritage
- 7. Water:** to protect, enhance and manage water resources in a sustainable way
- 8. Waste:** to ensure sustainable waste management
- 9. Climate Change:** to address the causes of climate change and to mitigate and adapt in line with Winchester's Climate Change Strategy
- 10. Sustainable Construction:** to promote the sustainable design and construction of buildings and places
- 11. Biodiversity:** to conserve and enhance biodiversity
- 13. Landscape & Soils:** to protect and enhance the character and quality of the landscape of Winchester District
- 14. Built Environment:** to secure high standards of design
- 15. Pollution:** to minimise local and global sources of pollution

	<b>Scenario 1: Government Projections</b>		<b>Scenario 2: Zero Net change (Natural change)</b>		<b>Scenario 3: Economic-Based Projections</b>	
<b>1 Building Communities</b>	++	It is predicted that migration will make up a large proportion of the 16,550 population increase over 2011-2031 requiring 11,000 dwellings. This will promote diverse communities with a stable age range and help build & maintain a mixed, balanced population with very positive effects for community objectives to meet the needs of the Winchester District population.	--	This scenario projects an overall decrease in population numbers of 850; only the 65+ age groups increase in numbers with other age groups declining. This would have very negative effects on SA objectives for building communities with unbalanced groups that may not be able to promote social inclusion.  The loss of economically active population would have significant negative effects on being able to meet the needs of an aging population.	++?	Although this is based on job numbers to project population, the increases of total population around 28,000 could be assumed to include a similar proportion of migration as scenario 1 and with positive effects for communities. However, it is possible that existing communities would not have the capacity to integrate and absorb such higher numbers of people – thus some uncertainty.  <i>Subsequent information (DTZ for WCC, 2011) confirmed that the job numbers would be less in the anticipated economic situation and the population within this scenario is actually nearer scenario 1 with similar effects.</i>
					++	
<b>2 Infrastructure</b>	++	This level of housing development would help facilitate supporting infrastructure for communities, such as cultural, health, recreational & social; it would help enhance green infrastructure; and is more likely to be deliverable than scenario 3, thus meeting the needs of the District.	++?	Dwellings of over 3,500 are still required as household size continues to reduce. This level of housing development should be able to contribute to supporting infrastructure. However, the disproportionate aging population are likely to have different needs and there is some uncertainty as to the ability to deliver.	+?	The higher levels of population & housing predicted in this scenario could contribute to provision of more supporting infrastructure. However, it is unlikely that these could be delivered based on previous experience of delivery rates – leading to uncertainty in the SA.  <i>Subsequent information (DTZ for WCC, 2011) confirmed that the</i>
					-?	
					++	

						job numbers would be less & the dwellings in this scenario are actually nearer scenario 1.	
3 Housing	++	<p>This predicts an additional 11,000 dwellings and is based on a robust method.</p> <p>A housing strategy based on this method would include a satisfactory proportion of affordable housing thus having positive effects on social inclusion.</p>	+?	-?	<p>A housing strategy based on this method &amp; population could provide adequate housing for needs. However, the disproportionate &amp; unbalanced population indicates uncertainty about whether an adequate range of housing could be provided sustainably.</p>	++?	<p>Uncertainty as to whether this number of house could be delivered given previous &amp; current house building rates.</p>
		<p>This scenario is based on projecting past trends forward &amp; may not therefore be able to anticipate the current atypical economic cycles. The economic situation may limit the ability of people to form households, possibly compounded by other factors such as cost of education. These cumulative effects indicated that 11,000 dwellings may be at the upper level.</p>				++	<p>Subsequent information (DTZ for WCC, 2011) updated the economic &amp; employment predictions - this confirmed that the job numbers would be less &amp; the dwellings required in this scenario are actually nearer scenario 1.</p>
		<p>Subsequent information (DTZ for WCC, 2011) confirmed that the job numbers would be less in the anticipated economic situation and therefore, the dwellings at 11,000 is confirmed as reasonable giving more certainty to the SA.</p>					



4 Economy & Employment	++	<p>This level of population increase and housing provision would have positive economic effects. The economy of key settlements would be supported through provision of a workforce (10,760 extra jobs) to support existing and new businesses with a range of jobs – with indirect cumulative positive effects from increased demand for goods and services.</p> <p>This level of housing would lead to provision of developer contributions for supporting infrastructure. Suitable employment would be balanced with housing giving positive effects to SA objectives.</p> <p><i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall growth to 9,870 for the period 2011-2031. This provides additional evidence for the SA with the ongoing atypical economic situation.</i></p>	-	<p>This scenario has negative effects on the economy and employment of the District. The population of economically active people are predicted to decrease &amp; with a concomitant increase in older people 65+, there are significant negative effects on the economic viability of the population. This will result in an unbalanced population with further indirect negative effects on the economy through reduced demand for goods and services (except care for the elderly provision).</p>	++?	<p>This scenario based on economic projections has very positive effects for the economy and employment.</p> <p>However, there is uncertainty as to whether this could be delivered due to the atypical economic situation.</p> <p><i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall growth to 9,870 for the period 2011-2031. This provides additional evidence &amp; more certainty for the SA with the ongoing atypical economic situation. Scenario 3 is now considered to be similar to scenario 1 for employment &amp; dwellings numbers.</i></p>
					++	

5 Transport	+	-	This level of population & housing is likely to have positive effects for transport & accessibility through helping to sustain /support existing & new public transport services. This depends upon the spatial options & is more likely to be positive with denser housing in urban areas. The increase in housing could result in increased traffic & congestion with indirect negative effects on health & well-being.	+	-	With lower numbers of houses predicted, the potential for negative and positive effects on transport are decreased compared to scenario 1 - but still dependent upon location.	+	-	With higher numbers of houses predicted, the potential for negative and positive effects on transport are increased compared to scenario 1 - but still dependent upon location.  <i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement of around 11,000 – similar effects to scenario 1.</i>
							+	-	
6 Health	+	-	The level of housing development could help facilitate supporting infrastructure for communities, such as cultural, health, recreational & social; it would help enhance green infrastructure; and support public transport – overall thus contributing positive effects on health & well-being. Increased traffic could lead to increased congestion, emissions and stress with negative effects. This depends upon the spatial options & is more likely to be positive with denser housing in urban areas.	+	-	With lower numbers of houses predicted, the potential for negative and positive effects on transport are decreased compared to scenario 1 - but still dependent upon location	+	-	With higher numbers of houses predicted, the potential for negative and positive effects on transport are increased compared to scenario 1 - but still dependent upon location.  <i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement of around 11,000 – similar effects to scenario 1.</i>
							+	-	

7 Water	+	-	The number of houses will increase pressures on the demand for water resources and provision of wastewater treatment & disposal. These negative effects may be mitigated through other policies with strong commitments for sustainable water management, including sustainable drainage to reduce flooding risk.  Larger developments may be better able to provide for sustainable water management including SUDS & incorporate flexibility in layout to reduce flood risk with more positive effects.	+	-	The potential positive and negative effects will be less with lower housing numbers than scenario 1.	+	-	The higher level of housing in this scenario will increase the pressures on the capacity of water infrastructure and the ability of rivers to absorb treated wastewater. However, these effects will be mitigated by other policies to ensure that the quality of receiving water bodies meets with the requirements of the Water Framework Directive.  Larger developments may be better able to provide for sustainable water systems such as grey water recycling, SUDS & incorporate flexibility in layout to reduce flood risk with more positive effects.  <i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement of around 11,000: similar effects to scenario 1</i>
							+	-	
8 Waste	-		Increased housing will increase waste production. Negative effects can be mitigated through requirements for waste management plans (construction & occupation); encouraging recycling facilities in new developments – and this may be easier to provide in	-		The potential negative effects will be less with lower housing numbers than scenario 1.	-		The higher number of houses proposed in this scenario will lead to higher levels of waste. However, mitigation possibilities with eg recycling likely to be more effective with larger developments. <i>Further studies (DTZ) updated the employment predictions with a reduction in</i>

		larger developments.			-	<i>anticipated overall housing requirement of around 11,000 – similar effects to scenario 1.</i>
<b>9 Climate Change</b>	-	The increase in housing proposed will lead to increased greenhouse gas emissions due to increased energy use and transport associated with the increased population.	-	The potential negative effects will be less with lower housing numbers than scenario 1.	-	The higher level of housing in this scenario will increase the negative effects from greenhouse gas emissions. The significance of this depends upon location since larger developments may have greater capability for mitigation such as energy efficiency, renewable, and cycle/pathways & public transport.
		The negative effects can be mitigated through policies that ensure development is as energy-efficient as possible, require renewable energy, and minimise transport emissions through reduced car travel.			-	<i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement of around 11,000 – similar effects to scenario 1.</i>
<b>10 Sustainable Construction</b>	+?	Sustainable design & construction are more viable with larger developments, but all housing can incorporate sustainable building standards with positive effects.	+?	The potential positive effects will be less with lower housing numbers than scenario 1.	+?	The potential positive effects may be greater with higher housing numbers than scenario 1.
		Significance of effects depends upon detailed design, location – higher density developments are better able to incorporate energy & water efficiencies.			+?	<i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement of around 11,000 – similar effects to scenario 1.</i>

11 Biodiversity	+?	-?	Significance of effects depends on location; effectiveness of mitigation for negative effects depends upon other policies & nature/scale & phasing of proposed housing development.  The numbers of houses predicted in this scenario will, over time, have effects on habitats (through direct loss or fragmentation) and species (directly or indirectly); and place increasing pressures on water resources/quality (with potential consequential effects on biodiversity).	+?	-?	The potential positive and negative effects will be less with lower housing numbers than scenario 1.	+?	--	Significance of effects depends on location; effectiveness of mitigation for negative effects depends upon other policies & nature/scale & phasing of proposed housing development.  The higher numbers of houses predicted in this scenario will, over time, have negative effects on habitats (through direct loss or fragmentation) and species (directly or indirectly); and place increasing pressures on water resources/quality (with potential consequential effects on biodiversity). Overall, likely to be more negative than scenario 1 but mitigation may be possible. Larger developments may have more possibilities for mitigation & enhancement through habitat creation or connectivity. <i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement of around 11,000 – similar effects to scenario 1.</i>
							+?	-?	
12 Heritage	-?		Any level of development could have negative effects on heritage which tends to be a fixed & finite resource in a particular setting – effects depend upon nature, size & layout of development. Mitigation can be detailed design.	-?		The potential negative effects will be less with lower housing numbers than scenario 1.	-?		The negative effects will be more overall with higher housing numbers than scenario 1. <i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement of around 11,000 – similar effects to scenario 1.</i>
								-?	

13 Landscape & Soils	?	<p>The effects of housing on landscape &amp; townscape are dependent upon the nature/scale of the development and the characteristics/sensitivities of the receiving environment. Mitigation is possible through high quality design and layout of housing. New housing can improve a degraded area &amp; have positive effects.</p> <p>Effects depend upon the spatial locations developed and the cumulative effects of housing are likely to have a more negative effect in the countryside &amp; national park with its objectives for nature conservation.</p> <p>Use of brownfield land and higher densities of housing will reduce negative effects on landtake and use of soils.</p>	?	<p>The potential negative and positive effects will be less with lower housing numbers than scenario 1.</p>	?	<p>The higher numbers of houses predicted for this scenario will have increased effects (positive on degraded areas, uncertain negative) and overall the cumulative effects on the District will be increased.</p> <p>However, larger developments can have the scope for provision of green infrastructure with its positive effects on biodiversity, transport and human health.</p> <p><i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement to around 11,000 – similar effects to scenario 1.</i></p>
					?	
14 Design	0	<p>All levels of housing development can promote high standards of design. Effects determined through other policies &amp; effectiveness of implementation.</p>	0	<p>All levels of housing development can promote high standards of design. Effects determined through other policies &amp; effectiveness of implementation.</p>	0	<p>All levels of housing development can promote high standards of design. Effects determined through other policies &amp; effectiveness of implementation.</p>

15 Pollution	-?	The levels of housing development will increase pollution, particularly through emissions from road traffic.	-?	The potential negative effects will be less with lower housing numbers than scenario 1.	-?	The potential negative effects will be greater with higher housing numbers than scenario 1.
		Noise, light, water & soil pollution can be mitigated through specific policies & licensing by the regulators; use of construction EMS with traffic management. Larger developments that better promote public (& non-car) transport will produce fewer emissions with less negative effects.			-?	<i>Further studies (DTZ) updated the employment predictions with a reduction in anticipated overall housing requirement to around 11,000 – similar effects to scenario 1.</i>

### Summary

Overall, Scenario 1 has very significant positive effects for communities, supporting infrastructure, meeting housing needs, and promoting the economy and employment; potential negative effects on environmental factors tend to be associated with size and location of development and will be mitigated through other specific policies.

Overall, Scenario 2 has very negative effects on communities and the economy; potential negative effects on environmental factors tend to be associated with size and location of development and will be mitigated through other specific policies.

Overall, Scenario 3 has very positive effects communities, supporting infrastructure, meeting housing needs, and promoting the economy and employment; however there is uncertainty on deliverability. Scale of development proposed for the District may be difficult or expensive to mitigate by other policies and locational options.

Overall, Scenario 1 meets the housing needs for the District and is the preferred option to take forward for public consultation and for developing sub-District options. Scenarios 2 and 3 are rejected.

The reasons for selection/rejection of alternatives remain valid.

***Further studies (DTZ, August 2011) updated the employment & population predictions for Scenario 3 with a reduction in anticipated overall housing requirement to around 11,000 dwellings and with effects identified by SA are similar to those from Scenario 1.***

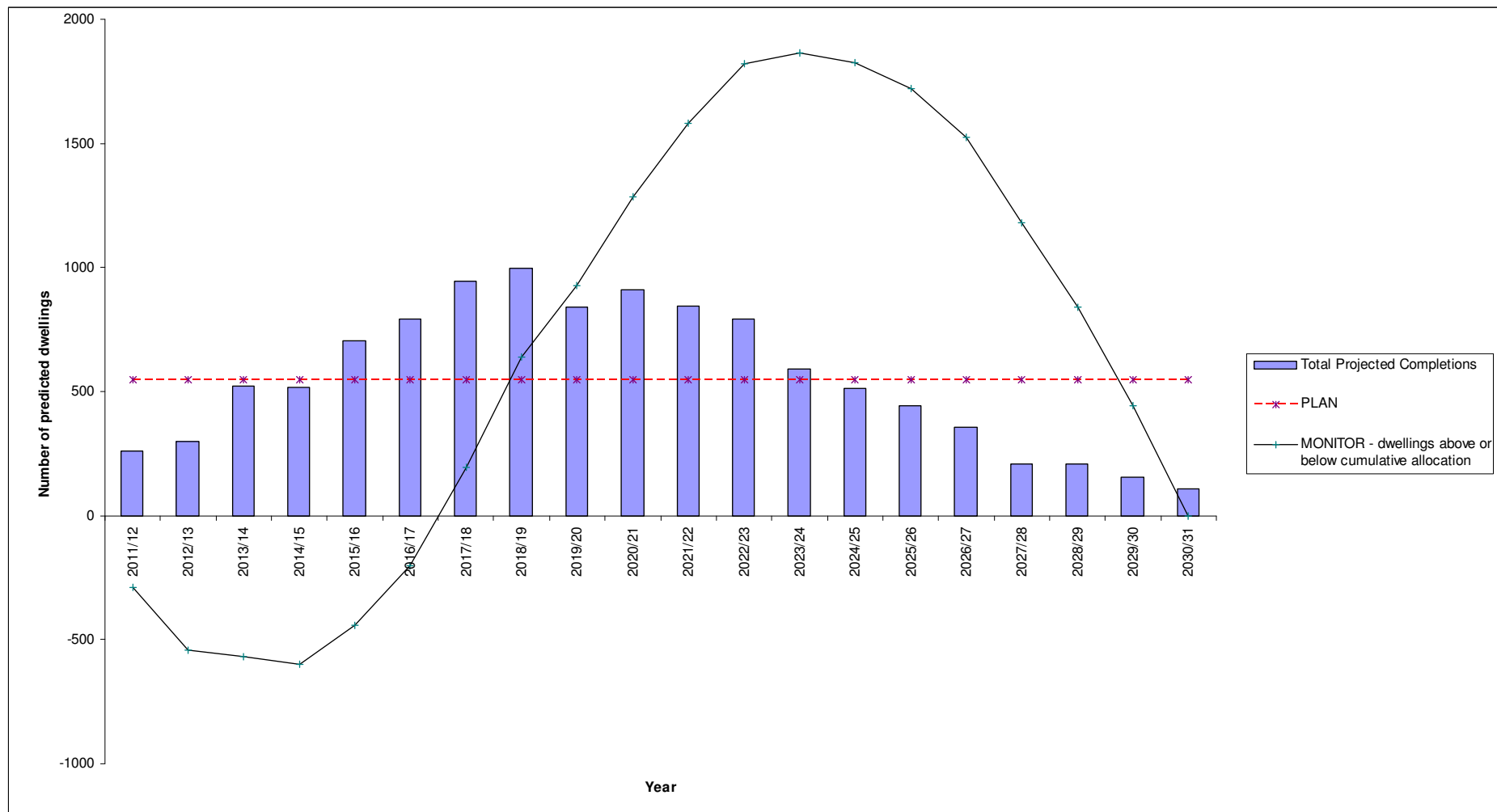
## **Appendix C**

### **Local Plan Part 1 Housing Trajectory – Detail**



Appendix C:

	<b>Commitments and SHLAA sites (within settlement boundaries)</b>	<b>Strategic Allocation: North Winchester</b>	<b>Strategic Allocation: North Whiteley</b>	<b>Strategic Allocation: West of Waterlooville</b>	<b>Local Plan Part 2/Windfall</b>	<b>Total Projected Completions</b>	<b>Cumulative Completions</b>	<b>PLAN</b>	<b>MONITOR - dwellings above or below cumulative allocation</b>	<b>MANAGE - Annual requirement using past/projected completions</b>
<b>2011/12</b>	231	0	0	30	0	<b>261</b>	261	550	-289	550
<b>2012/13</b>	224	0	0	75	0	<b>299</b>	560	550	-540	565
<b>2013/14</b>	311	0	0	210	0	<b>521</b>	1081	550	-569	580
<b>2014/15</b>	218	50	0	250	0	<b>518</b>	1599	550	-601	583
<b>2015/16</b>	258	100	50	299	0	<b>707</b>	2306	550	-444	588
<b>2016/17</b>	208	200	100	235	50	<b>793</b>	3099	550	-201	580
<b>2017/18</b>	245	200	200	240	60	<b>945</b>	4044	550	194	564
<b>2018/19</b>	138	250	300	239	70	<b>997</b>	5041	550	641	535
<b>2019/20</b>	142	250	300	48	98	<b>838</b>	5879	550	929	497
<b>2020/21</b>	58	250	300	200	100	<b>908</b>	6787	550	1287	466
<b>2021/22</b>	43	200	300	200	100	<b>843</b>	7630	550	1580	421
<b>2022/23</b>	43	150	300	200	100	<b>793</b>	8423	550	1823	374
<b>2023/24</b>	42	100	250	100	100	<b>592</b>	9015	550	1865	322
<b>2024/25</b>	42	100	250	20	100	<b>512</b>	9527	550	1827	284
<b>2025/26</b>	42	100	200	0	100	<b>442</b>	9969	550	1719	246
<b>2026/27</b>	7	50	200	0	100	<b>357</b>	10326	550	1526	206
<b>2027/28</b>	6	0	100	0	100	<b>206</b>	10532	550	1182	169
<b>2028/29</b>	6	0	100	0	100	<b>206</b>	10738	550	838	156
<b>2029/30</b>	6	0	50	0	100	<b>156</b>	10894	550	444	131
<b>2030/31</b>	6	0	0	0	100	<b>106</b>	11000	550	0	106
<b>TOTAL</b>	2276	2000	3000	2346	1378	<b>11000</b>	11000	11000	0	0



## **Appendix D**

### **'Stronger Market Conditions' Housing Trajectory - Detail**

Appendix D

	Commitments and SHLAA sites (within settlement boundaries)	Strategic Allocation: North Winchester	Strategic Allocation: North Whiteley	Strategic Allocation: West of Waterlooville	Local Plan Part 2/Windfall	Total Projected Completions	Cumulative Completions	PLAN	MONITOR - dwellings above or below cumulative allocation	MANAGE - Annual requirement using past/projected completions
<b>2011/12</b>	231	0	0	30	0	<b>261</b>	261	550	-289	550
<b>2012/13</b>	224	0	0	75	0	<b>299</b>	560	550	-540	565
<b>2013/14</b>	311	0	0	210	0	<b>521</b>	1081	550	-569	580
<b>2014/15</b>	218	50	50	250	0	<b>568</b>	1649	550	-551	583
<b>2015/16</b>	258	100	100	299	0	<b>757</b>	2406	550	-344	584
<b>2016/17</b>	208	200	300	235	150	<b>1093</b>	3499	550	199	573
<b>2017/18</b>	245	300	400	240	150	<b>1335</b>	4834	550	984	536
<b>2018/19</b>	138	300	400	239	150	<b>1227</b>	6061	550	1661	474
<b>2019/20</b>	142	300	400	48	150	<b>1040</b>	7101	550	2151	412
<b>2020/21</b>	58	300	400	240	150	<b>1148</b>	8249	550	2749	354
<b>2021/22</b>	43	300	400	200	150	<b>1093</b>	9342	550	3292	275
<b>2022/23</b>	43	100	400	150	150	<b>843</b>	10185	550	3585	184
<b>2023/24</b>	42	50	300	100	150	<b>642</b>	10827	550	3677	102
<b>2024/25</b>	42	50	200	75	150	<b>517</b>	11344	550	3644	25
<b>2025/26</b>	42	50	150	55	150	<b>447</b>	11791	550	3541	-57
<b>2026/27</b>	7	0	0	0	150	<b>157</b>	11948	550	3148	-158
<b>2027/28</b>	6	0	0	0	150	<b>156</b>	12104	550	2754	-237
<b>2028/29</b>	6	0	0	0	150	<b>156</b>	12260	550	2360	-368
<b>2029/30</b>	6	0	0	0	150	<b>156</b>	12416	550	1966	-630
<b>2030/31</b>	6	0	0	0	150	<b>156</b>	12572	550	1572	-1416
<b>TOTAL</b>	2276	2100	3500	2446	2250	<b>12572</b>	12572	11000	1572	-1572

