

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

Summary of Representation.  
*Change sought.*

City Council's Response to Representation  
*Change Proposed*

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### Issue 4.1 Chapter 4 General

**Representation:**

#### **J Hayter (138/24)**

The title of the Chapter is misleading and the word "countryside" should be included in all the countryside proposals.

**Change sought** - re-name Chapter "Countryside and Natural Environment" and include the word "countryside" in all proposals where it is not already included.

#### **Hampshire and Isle of Wight Wildlife Trust (330/2)**

The Plan views the countryside as highly constrained whereas it should identify changes the Council would wish to see there, particularly those to meet National Park policy objectives.

**Change sought** - revise Proposals and text in the Chapter to refer to opportunities as well as constraints.

#### **P Middleton (1216/3)**

The draft Plan fails to recognise the need to retain and enhance the agricultural infrastructure, and to include proposals for its replacement if required.

**Change sought** - include appropriate references to the need to maintain the agricultural infrastructure, and provide for new and replacement facilities when required.

#### **City Council's Response to Representation**

The Chapter primarily sets out the Proposals that will apply in the parts of the District outside the designated settlements, and therefore within the designated countryside. The Chapter does, however, also cover some aspects that may apply District-wide and not just to areas subject to countryside proposals. The title of the Chapter has been therefore been re-examined in relation to its content. It has been concluded that proposals dealing with aspects of the natural environment are most appropriately located in this Chapter, and therefore the Chapter should be re-titled "Countryside and Natural Environment", as proposed by respondent 138. The proposals for the natural environment (landscape and nature conservation) would then provide the background to any assessment of the affects of development on natural features listed in Proposal DP.5 (see Issue 3.20 Design and Development Principles).

It is not considered necessary, or appropriate, to include the word "countryside" in all the countryside proposals where it is not already included. It is always included where proposals apply generally to all areas subject to countryside proposals, but it would be over-detailed to include it again in the proposals that apply to more specific circumstances e.g. gaps.

It is not accepted that the Plan views the countryside as a highly constrained environment, as it makes provision for appropriate development to take place there, supporting the farming industry and other opportunities such as recreation, in suitable locations.

The Plan does make reference to the National Park designation procedures, and, as set out in paragraph 4.15, the only matter that is clear about the effect of any future designation is that National Parks have the same landscape conservation objectives as AONBs. The Local Plan therefore includes Proposal C.7 to protect the landscape of the AONB. The paragraph also recognises that National Parks have a recreational role, but it would be inappropriate for this Local Plan to reach conclusions on what this might be, as there would be implications for other areas outside the District that could also be within any future National Park. It should be the task of a future National Park Authority to identify these opportunities.

The Deposit Plan recognises the need to retain and enhance the agricultural infrastructure by including proposals which allow for essential rural development. Whilst improvements in the agricultural infrastructure would be supported wherever possible, the Plan needs to provide a balance between achieving this, and the overall need to conserve the countryside.

**Change Proposed – Chapter Title:**  
*Countryside and Natural Environment*

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### Issue 4.2 General/Proposal C.1 Areas of Countryside Designation

#### **City Council's Response to Representation**

The support is welcomed.

Nevertheless, every Local Plan has to meet the development requirements set out in the relevant County Structure Plan, and this has to be achieved over and above other proposals to protect the

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<p><b>Representation:</b></p> <p><b><u>In specific areas</u></b></p> <p><b>R Marsh (465/1)</b> Support the continuance of countryside proposals applying to land fronting Wangfield Lane, west of Conon House, Curdridge, as the area has distinctive countryside characteristics. <b><i>Change sought - none.</i></b></p> <p><b>Compton Down Society (1435/3)</b> The countryside around the settlement boundary of Compton Down should be safeguarded. <b><i>Change sought - none.</i></b></p> <p><b>K Sage (908/1)</b> The need to maintain the countryside between the villages of Swanmore, Shirrell Heath and Waltham Chase is supported. <b><i>Change sought - none.</i></b></p> <p><b>J Lane (909/1)</b> Support Proposal C.1, as land in the vicinity of Glendale, Swanmore, is a key element in maintaining the gap between Swanmore and Waltham Chase. <b><i>Change sought - none.</i></b></p> <p><b>T B Foster (1373/4)</b> The countryside should be protected against inappropriate development as it undermines its character, particularly within gaps, and land to the south-west of Swanmore. <b><i>Change sought - none.</i></b></p> <p><b><u>At Winchester City (North)</u></b></p> <p><b>Save Barton Farm Group (175/2)</b> Land at Winchester City (North) should remain subject to countryside proposals in view of its agricultural, recreational and landscape value, its importance to the setting of Winchester, and the affect of additional traffic on the area. <b><i>Change sought - retain area as countryside designation.</i></b></p> <p><b>C Slattery (176/5)</b> Land at Winchester City (North) is greatly valued by the local community. Its development is contrary to Government advice, that "countryside should be safeguarded for its own sake", and would</p>	<p>countryside. The City Council has a strategic requirement to identify a site for a reserve MDA at Winchester City (North), and must therefore undertake this process through its Local Plan. The identification of an Area of Search in the Deposit Plan formed the first part of this process. The background to this is covered more fully in the response to objections relating to the New Communities Chapter of the Plan.</p> <p>Although the current Winchester District Local Plan Inquiry Inspector's comments were relevant at the time that Plan was being prepared, the Local Planning Authority has now to plan for the more significant development requirements of the next Plan period (up to 2011). It is part of the Local Plan Review's strategy to "protect the District's rural character and avoid the unnecessary loss of countryside" but it also has meet the development requirements identified in the Structure Plan, and provide for Major Development Areas, including reserve sites, in the locations indicated.</p> <p>The value of the area's countryside assets are recognised, and these will be taken account of wherever possible if an MDA has to be accommodated here. As Winchester City (North) is a reserve MDA, countryside policies will continue to apply in the area, unless the City Council is satisfied that a compelling justification for the release of additional housing land has been identified by the strategic planning authorities. This is already set out in paragraph 12.86 of the Plan.</p> <p><b><i>Change Proposed - none.</i></b></p>
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### Summary of Representation. *Change sought.*

### City Council's Response to Representation *Change Proposed*

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devastate this green wedge.

**Change sought** - delete MDA area of search and retain as countryside designation.

**I White (349/3), J P English (1401/1), M E Butterworth (1402/1), M Raw (1403/1), J Wong (1404/1), C Butterworth (1405/1), S A Foreman (1406/1), J J Langdon-Mudge (1407/1), B Langdon-Mudge (1408/1), Mr and Mrs N A McPherson (1409/1), P G Stubbs (1410/1), Mr and Mrs J Barney (1411/1), Mr and Mrs C W Eames (1412/1), J Cullen (1413/1), G and L Cox (1414/1), G Wickes (1415/1), B R and E A Bull (1416/1), V J and G M Denham (1417/1), P S and S J Early (1418/1), S English (1419/1), S J Keigher (1420/1), J Foreman (1421/1)**

Proposal C.1 becomes meaningless if Winchester City (North) remains in the Plan, as it would be in direct conflict with paragraph 4.3 of the Plan, and the conclusions of the WDLP Inquiry Inspector.

**Change sought** – delete all references to an MDA at Winchester City (North) (and retain countryside designation).

#### **P Roderick (907/1)**

An MDA at Winchester City (North) would contravene this Proposal and paragraph 4.3 as it would bring the urban area into the countryside.

**Change sought** - delete any references to a Major Development Area at Winchester City (North) (and retain countryside designation).

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### **Issue 4.3**

#### **General/Proposal C.1** **Areas of Countryside** **Designation**

#### **Representation:**

##### **Compass Roadside Ltd (206/4)**

The countryside designation should be deleted from the trunk road service areas at Sutton Scotney and West Meon as they are characterised by built development, hard surfacing and commercial activity.

**Change sought** - delete countryside designation from the areas on the

#### **City Council's Response to Representation**

All of these representations seek the deletion of the countryside designation from particular areas. They support requests for a change to the Plan either:

- to include areas within the defined policy boundaries or defined development frontages of particular settlements;
- to make specific allocations of land for different purposes;
- to identify "special policy areas"; or
- To delete the application of countryside proposals from areas protected for their recreational value or reserved for future recreational use.

The respondents are all seeking the deletion of the countryside designation, either to provide for specific development being promoted, or to provide a more flexible approach to particular developments located within the countryside. All these representations are considered in the context of the respondent's

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### **Summary of Representation.** **Change sought.**

### **City Council's Response to Representation** **Change Proposed**

*Proposals Map.*

#### **Cala Homes (South) Ltd (220/1)**

The C.1 designation should be deleted from land east of Main Road, Littleton, and the Conservation Area, as the land is suitable for development.

**Change sought** - delete countryside designation from the area.

#### **Bewley Homes PLC and R C H Morgan-Giles (227/4)**

The countryside designation should be deleted from the existing and proposed recreational land west of New Alresford on Inset Map 20.

**Change sought** - delete countryside designation from Proposals Map and Inset Map 20.

#### **Gleeson Homes (234/1)**

Land at Teg Down Farm, Winchester, should not be subject to countryside proposals, and the Proposals Map should be amended to allow uses appropriate to the urban edge.

**Change sought** - delete countryside designation from the area.

#### **Kris Mitra Associates Ltd (289/4)**

Land at Cherry Hill Farm, Uplands Road, Denmead should not be subject to a countryside designation. The site's development would not undermine the countryside's character, but would enhance the vitality and viability of Denmead.

**Change sought** - delete the site from the area designated as countryside.

#### **Oakring Estates Ltd (309/1)**

Land at Court Farm, West Meon, is suitable for residential use, and therefore should not be subject to countryside proposals.

**Change sought** - delete the site from the area designated as countryside.

#### **Café Commodities (310/1)**

Church Farm, Clewers Hill, Waltham Chase, should not be subject to countryside proposals as it is suitable for industrial/mixed use development.

**Change sought** - delete the site from the area designated as countryside.

#### **Sparsholt College (353/9)**

Sparsholt College campus should not be

main representations on other parts of the Plan. More detailed responses to these representations are therefore set out under Issue 6: Housing, Issue 7: Employment and Issue 9: Recreation. It has been concluded that the countryside designation should be retained in all these areas, and that no change to the Plan should be proposed to accommodate the developments being promoted.

A change to the Plan is proposed in response to respondent 353's representation on the development requirements of further and higher education establishments in the countryside, but this is set out in the Town Centres, Shopping and Facilities Chapter (see Issue 8.15). It is, however, concluded that the College site's countryside designation should be retained, and that the Plan should not be changed as requested by the respondents.

**Change Proposed - none.**

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**Summary of Representation.**

***Change sought.***

**City Council's Response to Representation**

***Change Proposed***

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subject to countryside proposals, but should have a defined policy boundary or special area status.

***Change sought*** - delete the site from the area designated as countryside.

**Mr and Mrs S McCowen (470/8)**

The countryside designation and Proposal C.1 should not apply to land at Cowdown Farm, Micheldever, as it should be identified as an allocation or special policy area for document storage.

***Change sought*** - delete the site from the area designated as countryside.

**George Wimpey UK Ltd. (473/1) (473/2)**

Land at Albany Farm, Bishops Waltham, should not be subject to Countryside Proposals, as it is suitable for development.

***Change sought*** - delete countryside designation from the area.

**Redrow Homes (Southern) Ltd (474/5)**

Land adjacent to Francis Gardens, Winchester, should not be subject to Countryside Proposals as it is suitable for development.

***Change sought*** - delete the site from the area designated as countryside.

**Winchester Growers (523/2)**

Land at Winnall Down Farm should be allocated for a mixed commercial and residential use.

***Change sought*** - delete the site from the area designated as countryside.

**Mr and Mrs Markham (855/1)**

Land at Curdrige should be excluded from the designated countryside and included in the defined development frontage.

***Change sought*** - delete the site from the area designated as countryside.

**Braemore Investments Ltd(858/1)**

Land at Shawford should be excluded from the designated countryside and included within the defined development frontage.

***Change sought*** - delete the site from the area designated as countryside.

**R W Short (1137/1)**

Land at 10 Harestock Road, Winchester, should not be subject to countryside proposals but should be included within

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### **Summary of Representation.** ***Change sought.***

### **City Council's Response to Representation** ***Change Proposed***

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the Winchester policy boundary.  
***Change sought*** - delete the site from the area designated as countryside.

#### **Estates Practice, Hampshire County Council (1434/13)**

The countryside designation of some County Council sites e.g. Perins School playing field should be re-considered, as if any of it became surplus, it could contribute to the provision of housing.

***Change sought*** - not specified.

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#### **Issue 4.4** **General/Proposal C.1** **Boundary of Countryside** **Designation**

##### **Representation:**

##### **Grainger Trust PLC (214/6)**

The boundary of the defined countryside at West of Waterlooville needs re-examination, and should be defined more clearly as part of the Master Planning Process, for inclusion in the Revised Deposit Plan. It currently follows the line of pylons or no features at all. The land south of Purbrook Heath Road should not be designated as countryside, as Proposal C.1 does not provide sufficient flexibility for recreational facilities.

***Change sought*** - review boundary of countryside designation at West of Waterlooville, informed by the Master Plan process.

##### **City Council's Response to Representation**

The Deposit Plan identified sufficient land to accommodate a Major Development Area West of Waterlooville, and it recognised that the boundary of the development with the defined countryside would need to be defined more clearly, following the completion of a Masterplan for the area. Work on development framework options has been undertaken and has been used to help refine the boundary of the MDA.

A more detailed response on this issue may be found under the Issue 12: New Communities: West of Waterlooville.

The land south of Purbrook Heath is appropriately designated as countryside. It is intended to provide possible opportunities for improved and enhanced recreation facilities associated with the existing recreation ground at Purbrook Heath, and to improve informal access to the countryside, consistent with the need to protect the character of Portsdown Hill. A more detailed response on this issue may also be found under Issue 12: New Communities: West of Waterlooville.

***Change Proposed*** - none.

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#### **Issue 4.5** **Proposal C.1 and text**

##### **Representation:**

##### **Winchester Landscape Alliance (333/5)**

Endorse Proposal C.1 and support objectives of paragraph 4.2, especially the principle of "maintaining or enhancing the character of the countryside".

***Change sought*** - none.

##### **P A Warner (1249/7)**

The Proposal will serve to protect the District's superb countryside environment.

##### **City Council's Response to Representation**

The support is welcomed.

Respondent 290 considers that the Proposal should be amended to allow for a suggested new Proposal, relating to the expansion of employment premises, to be included as a new Proposal C.5. This is considered in more detail in response to Issue 4.33, which covers the expansion of business uses, and promotes a new Proposal to address this issue. Other new Proposals are also suggested for inclusion within the Chapter. Proposal C.1 should be amended to reflect this.

Respondent 261 (GOSE) considers that the Proposal is unnecessary, as it cross-refers to Proposals C.5 - C.27, and makes the Plan over-elaborate. In the Council's view, it clarifies the Plan's approach to the control of development in the countryside, as it summarises the only circumstances where development would be considered. As demonstrated by the experience of operating the same Proposal in

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### Summary of Representation.

#### *Change sought.*

### City Council's Response to Representation

#### *Change Proposed*

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**Change sought** - none.

**CPRE Winchester and Havant Group (1387/10)**

The Proposal is fully supported, particularly the strong commitment to opposing development in the countryside.

**Change sought** - none. **GOSE (261/19)**

C.1 duplicates the intent of proposals C.5 - C.27 and is therefore contrary to the intent of PPG 12 paragraph 3.1.

**Change sought** - not specified.

**Thomson Bros (Esher) Ltd (290/2)**

Proposal C.1 should be amended to accommodate the additional Proposal suggested, providing for the expansion of existing enterprises in the countryside. C.27 should therefore be replaced with C.28 (refers to representation 290/3).

**Change sought** - amendment of Proposal to reflect additional Proposal requested.

the adopted Local Plan, this provides clarity for developers, for planning officers and Inspectors. Following discussion with the Government Office, these arguments have been accepted. The Proposal should therefore be retained.

**Change Proposed – Proposal C.1:**

Amend to refer to new Proposals included in Chapter 4.

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### Issue 4.6

#### Proposal C.2

#### Strategic Gaps: Wording

#### **Representation:**

**English Heritage (250/8)**

Support Proposal C.2.

**Change sought** - none.

**Twyford School (303/1)**

The Strategic/Local Gap designation at Twyford School is strongly supported, as it provides an amenity for the village and the school.

**Change sought** - none.

**Sparsholt College (353/14)**

Support Proposal although flexible application would be necessary if the College is not to be restricted in the discharge of its public duty.

**Change sought** - none.

**GOSE (261/20)**

C.2 and accompanying text does not appear to fully accord with the advice in PPG 7, as such designations should not have the same policies as national designations.

**Change sought** - none.

### City Council's Response to Representation

The support is welcomed.

Respondents 303 and 353 have, however, misinterpreted the Proposals and Inset Maps, as the Meon Gap is the only Strategic Gap affecting land in the District. There is no Strategic or Local Gap adjacent to Twyford or Sparsholt affecting land within the establishments concerned.

It is recognised that overlays of different notations, particularly where they overlay countryside designations, have resulted in difficulties in distinguishing between different notations in the Deposit Plan. The differences between notations should therefore be clarified in the Revised Deposit Plan.

Respondent 261 (GOSE) considers that the Proposal and accompanying text does not fully accord with Government advice in PPG 7, in that it does not reflect the difference between national and local designations. Following discussions it is understood that GOSE accepts that strategic and local gaps are both locally defined and therefore the advice in PPG 7 may not be strictly relevant. The City Council considers that the Proposal (applied with Proposal C.4) is consistent with both Government and Strategic advice, and therefore no changes to the wording are proposed.

**Change Proposed – none.**

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Summary of Representation.  
*Change sought.*

City Council's Response to Representation  
*Change Proposed*

**Issue 4.7**  
**Proposal C.2**  
**Strategic Gaps: Definition**

**Representation:**

**Esso Petroleum Company Ltd (327/2)**

The boundary of the Meon Gap should be re-defined in the area of Fontley Road, to exclude the golf course, the related housing and the proposed Motorway Service Area. This would still meet the Gap objectives and exclude unrelated development.

***Change sought*** - *redefine boundary of gap.*

**Fareham Borough Council (1423/1)**

The proposed boundary of the Meon Gap should be revised to achieve consistency with the definition of the Gap within Fareham Borough.

***Change sought*** - *redefine boundary of gap.*

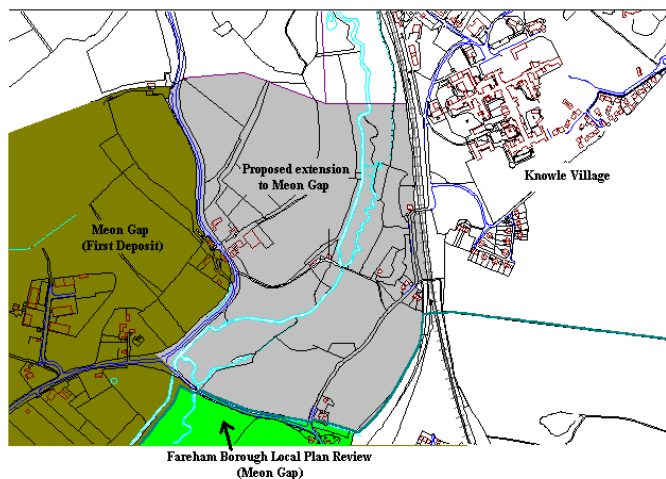
**City Council's Response to Representation**

Within a Gap of strategic importance, the boundary should interface with the edge of each urban area. Although the area includes some pockets of development, it has a generally open and undeveloped appearance, which should be maintained between the two large settlements of Whiteley and Fareham. It is therefore also appropriate that any proposed development should be required to demonstrate that it could not be relocated elsewhere.

The boundary of the Gap has been re-examined in response to the assertion that the eastern boundary as defined in the Deposit Plan is not consistent with the definition of the rest of the Gap within the Borough of Fareham. Although the Gap boundary generally abuts the boundary defined in the Fareham Borough Local Plan Review, it is accepted that the delineation of the Gap along Titchfield Lane and River Lane is not consistent with the Fareham approach, which follows the disused railway line. It would be more consistent with the approach used in Fareham and provide a more logical boundary if the land requested were included within the Gap. This would follow the railway line to the east, and use the southern edge of the wooded ridge to the north as the northern boundary. This would then include the main part of the Meon Valley that was previously excluded.

***Change Proposed - Proposals Map and Whiteley and Knowle Inset Maps:***

*Amend eastern and northern boundaries of the Meon Gap to follow the line of the disused railway to the east, and the southern boundary of the woodland ridge to the north. Extend C.2 notation to include land north of River Lane and east of Titchfield Lane (see map below).*





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Summary of Representation.  
*Change sought.*

City Council's Response to Representation  
*Change Proposed*

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### Issue 4.8 Proposal C.3 Local Gaps: General

**Representation:**

**English Heritage (250/9)**  
Support Proposal C.3.  
*Change sought - none.*

**Estates Practice, Hampshire County Council (1434/14)**  
There is strong support for gap proposals in principle.  
*Change sought - none.*

**GOSE (261/21)**  
Proposal C.3 and accompanying text does not fully accord with advice in PPG 7, as local designations should not apply the same policies as national designations.  
*Change sought - not specified.*

### **City Council's Response to Representation**

The support is welcomed.

Respondent 261 (GOSE) considers that the Proposal and accompanying text does not fully accord with Government advice in PPG 7, in that it does not reflect the difference between national and local designations. Following discussions it is understood that GOSE has now accepted that strategic and local gaps are both locally defined and therefore the advice in PPG 7 may not be relevant.

*Change Proposed – none.*

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### Issue 4.9 Proposal C.3 Definition: Bishops Waltham- Swanmore-Waltham Chase- Shedfield-Shirrell Heath Local Gap

**Representation:**

**A J Archard (886/3) (former Councillor), Kings Worthy Parish Council (288/7)**  
Support defined Gap.  
*Change sought - none.*

**J Lane (909/2), D P and K R Ross (911/1), H Currie (913/1), M Selby (915/1), V Pearce (918/1), C Daniels (921/1), K Harrington (926/1), T A Burdon (927/1), J Dowler (928/1), D V Campbell (929/1), A Dirks (965/1), S C Ward (974/1), Mr and Mrs A M Apsimon (1253/1), T B Foster (1373/5), A Folley (1374/1)**  
Support Proposal and paragraph 4.7. The existing Local Gap boundary between Swanmore, Waltham Chase and Shirrell Heath should be maintained to prevent coalescence of the villages, and retain their individual identities. The

### **City Council's Response to Representation**

The support for the Proposal is welcomed, and the strength of support for the defined boundary in relation to Swanmore is noted. Each respondent has commented on one or more reasons for retaining the Gap as an open and undeveloped area of land.

Some respondents consider that the Shedfield area should have "green belt" status. A Green Belt has to be defined in a Structure Plan and the County Structure Plan does not define a Green Belt within the District. It would not therefore be appropriate for the Local Plan to define one, and in any case a Green Belt is designed to prevent the urban sprawl of large built-up areas. The Structure Plan includes Policy G3 which allows Local Gaps to be defined where smaller settlements such as Shedfield are at risk of coalescence with other nearby settlements. It has been concluded that Local Gap status is sufficient to protect such areas from inappropriate development, using the criteria set out in Proposal C.4.

Respondent 211 considers that Beeches Hill should be included in the list of settlements defining the Local Gap. The aim of a Local Gap is to prevent the coalescence of smaller settlements, and it has been concluded that Beeches Hill should not be defined as a settlement in the Local Plan (see Housing Issues for a response to the related representation). It should not therefore be included in the list of settlements defining the Local Gap.

Various respondents are seeking the deletion of areas of land from the defined Local Gap. These respondents are seeking this deletion because they are also promoting the inclusion of additional land within the settlement policy boundaries, a new defined development frontage, the allocation of land for housing or increased opportunities

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### **City Council's Response to Representation** ***Change Proposed***

importance of maintaining the Gap is recognised in the Swanmore Village Design Statement. The land is an important wildlife corridor, and the Lakes are part of the new heritage trail, which should remain undeveloped.

***Change sought – none.***

#### **J G U Clark (919/1), The Shedfield Society (1439/4)**

The protection of Shedfield is insufficient. Preferably the Local Gap should have "green belt" status, or it should be extended to the A334 and B2177.

***Change sought*** - "Green belt" status for the Gap or extension of Gap to include land specified.

#### **Bishops Waltham Parish Council (211/2)**

Beeches Hill should be included in the list of settlements in the Local Gap, as it meets the defined criteria.

***Change sought*** - include Beeches Hill in the list of settlements in the Proposal.

#### **S & S Diesels (293/1)**

Land to the north of Lower Chase Road, Waltham Chase, should be excluded from the Local Gap, as it does not meet the criteria for designation.

***Change sought*** - exclude specified land from defined Gap.

#### **Simon Milbourne (315/1) (315/9)**

Land to the north of Lower Chase Road, Waltham Chase, should be deleted from the Local Gap.

***Change sought*** - redefine Gap to south of Lower Chase Road, to exclude specified land.

#### **Alfred McAlpine Developments Ltd (360/2)**

The boundary of the Local Gap should be re-defined to exclude land at Hill Pound and The Lakes, Swanmore.

***Change sought*** - exclude specified land from defined Gap.

#### **D Brosnan (481/3)**

Land at Pricketts Hill, Shedfield, should be deleted from the Local Gap as it does not perform a Local Gap function.

***Change sought*** - exclude specified land from defined Gap.

for utilising land in the countryside. Respondent 1448 considers that the defined Local Gap is too restrictive and should allow the adjacent villages to expand to provide for local needs.

The defined Gap boundary has been reviewed against the objectives of Structure Plan policy G3.

It has been concluded that the policies of the Local Plan will bring forward adequate land to meet the requirements of the County Structure Plan (Review) (see Issue 6.5) and that the distribution of housing within the District, including provision within the settlements and Major Development Area(s), is appropriate (see Issue 6.7). Therefore, there is no need to provide additional land for housing. The Local Plan's requirements include a proportion of development to meet local needs, and therefore there is no need to allow villages to expand into defined Gaps to accommodate them.

The boundary of the defined Gap has also been reviewed against the objectives of Structure Plan policy G3. It has been concluded that the defined Gap meets the objective of including no more land than is required to prevent coalescence. The City Council has included the minimum land necessary to achieve this, and therefore the exclusion of any areas would be unjustified.

***Change Proposed – none.***

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***Change sought.***

**City Council's Response to Representation**  
***Change Proposed***

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### **Wilson Estates (839/1)**

Land at Jhansi Farm, Waltham Chase, should be deleted from the Local Gap as it has no role in the physical and visual separation of settlements.

***Change sought*** - *exclude specified land from defined Gap.*

### **Mr and Mrs D Warren (1361/1)**

Land at Clewers Hill should be excluded from the Gap as development here would not physically or visually diminish the gap.

***Change sought*** - *exclude specified land from defined Gap.*

### **Estates Practice, Hampshire County Council (1434/40)**

The Swanmore settlement boundary at Swanmore School is too tightly drawn as its definition does not conform to the WDLP Inquiry Inspector's recommendations.

Additional school land should be excluded from the Gap and included within the settlement boundary.

***Change sought*** - *redefine Gap and Swanmore policy boundary to exclude all school buildings, hard surfaced, service and circulation areas.*

### **D J Morgan (1448/3)**

The Local Plan is too restrictive and Proposal C.3 prevents any enlargement of the villages of Waltham Chase, Shedfield and Shirrell Heath to meet local needs.

***Change sought*** - *not specified.*

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### **Issue 4.10**

#### **Proposal C.3**

#### **Definition: Denmead - Waterlooville Local Gap**

#### **Representation:**

**A J Archard (886/3) (former Councillor), Kings Worthy Parish Council (288/7)**

Support defined Gap.

***Change sought*** - *none.*

#### **Grainger Trust PLC (214/6)**

The function of Local Gaps is generally supported, but the south-east boundary of the Gap should follow a natural

#### **City Council's Response to Representation**

The support is welcomed.

The boundary of the Gap was defined in the Deposit Local Plan to reflect the MDA boundary shown on Inset Map 41. This boundary has been refined following the outcome of further studies and the preparation of a development framework. Since the distance between Denmead and the MDA is well within the Gap criterion used, it is appropriate and logical that the defined Gap area should cover the full area between the MDA and Denmead.

The work that led to the definition of an MDA boundary concluded that development should not extend beyond the pylons, which should form the limit of the development area. Man-made features may provide a positive boundary as well as natural features. It is therefore appropriate that the boundary of the Local Gap should interface with this boundary.

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### **Change sought.**

### City Council's Response to Representation

#### **Change Proposed**

boundary rather than a manmade feature.

**Change sought** - *redefine south-east boundary of Local Gap.*

#### **Bryant Homes Ltd (219/1)**

The Local Gap should exclude land south of Closewood Road and Newlands Lane as it offers no additional benefit in protecting the Gap.

**Change sought** - *exclude land south of Closewood Road and Newlands Lane from the Gap.*

#### **Laing Homes Ltd (236/1)**

The extent of the Gap should be re-considered to reflect its change from a Strategic to a Local Gap, and Inset Map 41 should be amended to exclude from the Gap land south of Closewood Road at Old Park Farm.

**Change sought** - *reconsider extent of Gap to reflect change from strategic to local gap status, and exclude from the Gap land south of Closewood Road at Old Park Farm.*

#### **Byng's Business Developments (431/1)**

Land east of Denmead should be excluded from the Gap as it would not threaten the separate identities of the settlements.

**Change sought** - *exclude specified land from defined Gap.*

The land south of Closewood Road and Newlands Lane is considered appropriate for inclusion in the Gap, as it already includes clusters of housing, and development pressures there are evident. Strong protection is therefore needed to retain its generally open and undeveloped character, to maintain the separate identity of Denmead in relation to the MDA West of Waterlooville.

The extent of the Gap has been reviewed in relation to the criteria for Local Gap designation and the proposed MDA to the east. The distance between Denmead and Waterlooville is limited and it is appropriate that the eastern boundary of the Gap should interface with the boundary of the development area, to maximise the protection afforded to the area and the separation of the settlements. It would not therefore be appropriate to exclude land south of Closewood Road at Old Park Farm from the Gap.

Respondent 431 is promoting the exclusion of land from the Gap to support a request for an extension to the east of the policy boundary for Denmead, and the allocation of land for mixed use development. There is no requirement for additional development beyond the Denmead policy boundary, and the Gap interfaces with the Denmead policy boundary to afford the maximum protection to the area between the village of Denmead and the MDA development boundary to the east. It would not therefore be appropriate to exclude this land from the Gap.

**Change Proposed – none.**

### **Issue 4.11**

#### **Proposal C.3**

#### **Definition: Kings Worthy - Abbots Worthy Local Gap**

#### **Representation:**

##### **P Windsor-Aubrey (335/2)**

Support Local Gap as the settlements are of entirely different characters. Their coalescence should therefore be prevented.

**Change sought** - *none.*

##### **A J Archard (886/3) (former Councillor), Kings Worthy Parish Council (288/7)**

Support defined Gap.

**Change sought** - *none.*

### **City Council's Response to Representation**

The support is welcomed.

The boundary of the Gap has been re-examined in the light of the suggestion that, if a Gap were appropriate, it should extend to Abbots Worthy rather than the A33. It has been concluded that the A33 forms a logical boundary, as the curtilages of properties within the defined development frontage of Abbots Worthy interface with the A33.

The land suggested for exclusion from the Gap makes a major contribution towards the Gap's open and undeveloped nature and is not required to meet development requirements (see Issue 6: Housing). The representations are indicative of the development pressures on this important open area, and it has been concluded that it is not appropriate for exclusion.

This is a new Gap, which was not included in the Winchester District Local Plan. The preparation of the Local Plan Review is an opportunity to review all the Gaps previously identified, to ensure consistency of approach. This is particularly important in the Kings Worthy - Headbourne Worthy - Abbots Worthy area where the Gap

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### *Change sought.*

### City Council's Response to Representation

#### *Change Proposed*

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#### **J Day (914/1)**

Support the Kings Worthy - Abbots Worthy and Kings Worthy - Headbourne Worthy gaps and the maintenance of the setting of Winchester.

**Change sought** - none.

previously had strategic status. The land identified in Local Gaps is now consistent with the Local Gap criteria and their function.

**Change Proposed** – none.

#### **J R Greenleaf (1127/2)**

Support Gap between Kings Worthy and Abbots Worthy, as it is an important part of the approach to Winchester from Basingstoke, and is a valued open area.

**Change sought** - none.

#### **Anchor Properties (225/1) (225/5)**

The Gap should extend beyond the A33 to Abbots Worthy to achieve its function, but the defined land should also be excluded from the Gap, as housing and open space would help to maintain the Gap.

**Change sought** - extend Gap to include land beyond A33 to Abbots Worthy but exclude other specified land from defined Gap.

#### **Westbury Homes (Holdings) Ltd (469/1)**

Land at Lovedon Lane, Kings Worthy, should not be included in the Kings Worthy/Abbots Worthy Local Gap as it does not lie between 2 settlements and circumstances have not changed since the adoption of the WDLP.

**Change sought** - exclude land at Lovedon Lane, Kings Worthy, from defined Gap.

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### **Issue 4.12**

#### **Proposal C.3**

#### **Definition: Otterbourne – Southdown Local Gap**

#### **Representation:**

**A J Archard (886/3) (former Councillor), Kings Worthy Parish Council (288/7)**

Support defined Gap.

**Change sought** - none.

#### **H Saull (925/1)**

The Gap should be deleted from the list of local gaps as it is suitable for development.

**Change sought** – delete Gap.

### **City Council's Response to Representation**

The support is welcomed.

The area of countryside between Otterbourne and Southdown is the smallest distance between two identified settlements that exists in the District and there is evidence of development pressure. It meets the Gap criteria and therefore should be retained as a Local Gap. This affords the area additional protection to the "general" countryside policies, as it is important to retain its open and undeveloped nature.

It has been concluded that the land is not required to meet development requirements (see Issue 6: Housing) and to allow development in this location would allow two adjacent settlements to coalesce. This would be contrary to the Plan's strategy of avoiding development that would harm the character of the countryside and the rural settlements.

**Change Proposed** - none.

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

**Summary of Representation.**  
*Change sought.*

**City Council's Response to Representation**  
*Change Proposed*

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**Issue 4.13**  
**Proposal C.3**  
**Definition: Winchester –**  
**Compton Street Local Gap**

**Representation:**

**A J Archard (886/3) (former Councillor), Kings Worthy Parish Council (288/7), W A and P Vandersteen (1017/1)**  
Support defined Gap.  
*Change sought – none.*

**D C H Sharman (1018/1)**  
The Gap designation is an essential safeguard against the convergence of Winchester and Compton, and also protects its landscape and recreational value.  
*Change sought – none.*

**D Makewell (1013/5), T Morris (1014/1), Olivers Battery Parish Council (1019/1)**  
Support the Gap as it prevents urban sprawl from Winchester City. The area should also be an Area of Special Landscape Quality.  
*Change sought – retain Gap and designate an ASLQ.*

**Church Commissioners (224/5)**  
The park-and-ride proposal for Bushfield would conflict with Proposals C.3 and C.4.  
*Change sought – redefine Gap to exclude all or part of Bushfield Camp.*

**Weatherstone Properties (851/1)**  
Land at Olivers Battery should be excluded from the defined Local Gap, allocated for housing and included in the Winchester policy boundary.  
*Change sought - exclude land specified from Gap.*

**Chief Executive's Department, Hampshire County Council (1432/1)**  
The south western part of the Olivers Battery Primary School site should not be included within the Gap as it does not contribute visually to the open nature of the area.  
*Change sought - exclude land specified from Gap.*

**City Council's Response to Representation**

The support is welcomed.

Some respondents request that the area is also designated as an Area of Special Landscape Quality. The Local Gap provides an additional layer of protection to the "general" countryside proposals. It would not be possible to designate the area as an Area of Special Landscape Quality as, to accord with Government and strategic advice, these designations are not carried forward into the Local Plan Review. They will, however, be replaced by Landscape Character Areas covering all of the countryside within the District (see Issue 4.19 for an additional response on this issue).

It is appropriate to include all the area of countryside between the defined policy boundary of Winchester and the defined development frontage of Compton Street. It should therefore include all of the Bushfield Camp area, as none of the area would be appropriate for exclusion, and the area is subject to development pressure. It has been accepted that it may not be possible to find suitable sites for Park and Ride car parks within the defined policy boundary of Winchester. Proposal W.3 (see Issue 11.5) allows for a site in association with recreation development at Bushfield Camp, but it will need to demonstrate that the benefits of the scheme outweigh the conflicts with the Plan's countryside proposals.

Respondent 851 claims that the Council has failed to undertake any form of analysis or review, but all the Gaps have been defined following a full review of existing Gaps and their boundaries and other areas meeting the criteria. This concluded that the Winchester - Compton Street Gap is fully justified and that the land at Olivers Battery should be included. It has been concluded that the land is not required to meet development requirements (see Issue 6: Housing) as promoted by the objector.

Respondents 1432 and 1434 are both seeking the exclusion of the south-western part of Olivers Battery Primary School from the defined Gap. It has been concluded that the open part of the school site does contribute visually to the open nature of the countryside between Olivers Battery and Compton Street therefore should be included within the defined Gap. School playing fields located on the edge of settlements have been excluded from the defined policy boundaries of settlements on a consistent basis, to establish their relationship with the countryside and protect them from development pressure. It would not therefore be appropriate to include all of the school site within the Winchester policy boundary.

*Change Proposed – none.*

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

**Summary of Representation.**  
***Change sought.***

**City Council's Response to Representation**  
***Change Proposed***

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**Estates Practice, Hampshire County Council (1434/14)**

The Gap should not include any of the Olivers Battery school site. All the school site should be included within the Winchester policy boundary.

***Change sought - exclude land specified from Gap.***

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**Issue 4.14**

**Proposal C.3**

**Definition: Winchester - Kings Worthy/Headbourne Worthy Local Gap**

**Representation:**

**A J Archard (886/3) (former Councillor), Kings Worthy Parish Council (288/7)**

Support defined Gap.

***Change sought - none.***

**G Johnson (920/1)**

Support Local Gap to retain the countryside buffer, keep the identity of Headbourne Worthy, and maintain the beautiful visual approach into Winchester.

***Change sought - none.***

**I White (349/4)**

The Proposal would be meaningless if the Winchester City (North) MDA remains in the Plan, as it would undermine the principle that development should not physically or visually diminish Local Gaps. ***Change sought - delete Winchester City (North) reserve MDA Proposal.***

**Cala Homes (468/12) (468/13)**

Land at Barton Farm should not be within the Local Gap, as it should be within the area for the reserve MDA at Winchester City (North).

***Change sought - exclude defined area from Local Gap and include in Area of Search for Winchester City (North) reserve MDA.***

**Redrow Homes (Southern) Ltd (474/6)**

Land at Francis Gardens should be deleted from the Local Gap as it does not meet the gap criteria and relates more

**City Council's Response to Representation**

The support is welcomed.

Respondent 349 considers that the Proposal would be meaningless if the Proposal for a reserve MDA at Winchester City (North) remains in the Plan. The Local Plan has to meet the development requirements set out in the relevant County Structure Plan, and this has to be achieved over and above other proposals to protect the countryside. The City Council has a strategic requirement to identify a site for a reserve MDA at Winchester City (North), and must therefore undertake this process through its Local Plan. An Area of Search was identified in the Deposit Plan, and this formed the first part of the technical work following a number of detailed studies and community involvement. The background to this is covered more fully in the response to objections to the New Communities Chapter of the Plan. A site for the reserve MDA has now been identified within the Area of Search, and it is appropriate that the Winchester - Kings Worthy/Headbourne Worthy Gap should interface with this boundary. The Area of Search does not, in fact, impinge on the Gap, as defined in the current Local Plan. It has been concluded that the land at Barton Farm identified by Respondent 468 should appropriately be included in the defined Local Gap.

Respondent 474 considers land should be excluded from the Gap as its landscape character differs from the remainder of the defined Gap and it should provide for additional housing. It has been concluded that the land is not required to meet development requirements (see Issue 6: Housing). The countryside areas within Gaps may represent different landscape characters. It is an area's function in preventing the coalescence of settlements that is important. It has been concluded that the area is appropriately included within the Winchester - Kings Worthy/Headbourne Worthy Gap.

***Change Proposed - none.***

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### **Summary of Representation.** **Change sought.**

### **City Council's Response to Representation** **Change Proposed**

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closely to Winchester.  
**Change sought** - delete land specified from Gap.

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#### **Issue 4.15** **Proposal C.3** **Definition: Winchester - Littleton Local Gap**

##### **Representation:**

##### **A J Archard (886/3) (former Councillor), Kings Worthy Parish Council (288/7)**

Support defined Gap.  
**Change sought** - none.

##### **L Clarke (923/1)**

Support Proposal as it is essential for gaps to be maintained for Winchester and its surrounding villages to retain their identity.

**Change sought** - none.

##### **S Grimwood (924/1)**

The Local Gap should be retained but the area subject to Proposal RT.4 should be deleted as the land is not suitable, and playing fields would violate the Local Gap principles.

**Change sought** - none to defined Gap but delete RT.4 designation.

##### **J and H B Lee (930/1)**

Support the Gap to protect Littleton's identity as a village, the importance of which is recognised in Littleton's Village Design Statement.

**Change sought** - none.

##### **D Briggs (967/2)**

Support the maintenance of the Local Gap, to maintain Littleton as a separate community, preserve the boundary of Winchester along Harestock Road, and preserve the character of the countryside in the gap.

**Change sought** - none.

##### **N C Goulding (970/1)**

Strongly support inclusion of Local Gap between Winchester and Littleton, as the character of the village would be permanently destroyed if the protection provided by the Local Gap were to be removed.

##### **City Council's Response to Representation**

The support is welcome. The objection to the RT.4 designation is addressed in relation to objections to Chapter 9 of the Plan, Recreation.

The reserve MDA at Winchester City (North) is to the east of the Andover Road, and therefore, if the development is required, it will not directly physically or visually diminish this Gap. It is, however, important to maintain the Gap between Littleton and Winchester and protect their character in the light of the Plan's current Proposals, whether or not this development is required at a later date.

The remaining representations relate to the definition of the boundary of the Gap. The deposit version of the adopted Local Plan included all of the Sir John Moore Barracks area within the defined Gap but the Inquiry Inspector felt that this extended the Gap designation too far northwards and included more land than necessary to separate the settlements. He was concerned about the limitations Gap designation would impose on future MOD development, and recommended that the Gap boundary should be redrawn to follow the internal Barracks roadway. The boundary was revised in accordance with his recommendation in the adopted Plan.

If none of the Barracks were included within the Gap, the remaining area would be so small and ineffective, there would be little purpose in defining a Gap. The Inquiry Inspector for the adopted Local Plan was satisfied that MOD land could form part of defined Gaps, as this was accepted by the Secretary of State in approving Structure Plans. It follows that the same would apply in Local Gaps.

Respondent 879, conversely, wishes to see the boundary changed back to its former position, including the entire Barracks area.

Respondent 355 does not consider that the defined area constitutes a Gap physically or visually, as it includes the built development of the Barracks and the open area only visible when passing through the area, and not from the adjacent settlements. He is seeking the exclusion of land north of Harestock Road from the Gap, as he is promoting it for housing development.

Respondent 922 appears to have misunderstood the notation on Inset Map 45 (Winchester North). Land west of Harestock Road and north of Stockbridge Road is already in the defined Gap.

The need for the Gap and its defined boundary has been reviewed to take account of these representations. It has been concluded that the Gap is needed to protect the character of Littleton, as amplified in the Village Design Statement, and to maintain a clear boundary to Winchester along Harestock Road. The Gap has been defined in accordance with the requirements of Structure Plan Policy G3. It has a vital function in preventing the coalescence of the settlements, and all the land included in the defined Gap contributes to their physical and visual separation. It is not accepted therefore that any of the land



**Winchester District Local Plan Review**  
**Analysis of Representations on the Deposit Plan**

**CHAPTER 4: COUNTRYSIDE**

**Summary of Representation.**

***Change sought.***

**City Council's Response to Representation**

***Change Proposed***

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***Change sought - none.***

**K Learney (975/1) (Councillor)**

Support the Gap as it preserves the separate identity of Littleton, protects the setting of Winchester from Stockbridge Road, and maintains Harestock Road as a clear boundary to the urban edge.

***Change sought - none.***

suggested should be excluded. The uncertainty about the future development needs of the Barracks still exist, as they did at the time the Inquiry Inspector for the adopted Plan reported, and therefore it would not be reasonable to include the entire Barracks area within the Gap. It is therefore concluded that the boundary should remain as defined in the Deposit Plan.

***Change Proposed - none.***

**Mr and Mrs W McGeorge (1375/1)**

The existing Gap should be maintained and development within it resisted, as it is essential to protect the identity of Littleton.

***Change sought - none.***

**C Cowan (1424/1)**

The Gap should be retained, to protect the character of the village of Littleton.

***Change sought - none.***

**I White (349/4)**

The Proposal would be meaningless if the Winchester City (North) MDA remains in the Plan, as it would undermine the principle that development should not physically or visually diminish Local Gaps.

***Change sought - delete reserve MDA Proposal.***

**Ministry of Defence (306/2)**

Land within the Sir John Moore Barracks should be excluded from the Gap. This would leave only a small amount of land to protect from coalescence, which could be adequately protected by the Plan's countryside proposals.

***Change sought - delete Gap.***

**Messrs Welch (355/2)**

Land at Kennel Lane/Harestock Road should be excluded from the Gap, as it does not contribute to its function.

***Change sought - delete land specified from Gap.***

**Littleton and Harestock Parish Council (879/3)**

The northern boundary of the Gap should be restored to its former northern extent along Andover Road North, Winchester.

***Change sought - redefine northern boundary of Gap as specified.***

**Strutt & Parker (877/6)**

Land at Sir John Moore Barracks should

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation. *Change sought.*

### City Council's Response to Representation *Change Proposed*

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be excluded from the Gap as the gap definition is inconsistent with the requirements of Structure Plan policy G3.  
**Change sought** - delete land specified from Gap.

#### **C Herridge (922/1)**

The Gap should be extended to include the piece of land north of Stockbridge Road and west of Harestock Road subject to Proposal RT.4.

**Change sought** - extend Gap to include land subject to Proposal RT.4.

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### **Issue 4.16** **Proposal C.3** **Proposals Map/Omission of** **Local Gaps**

#### **Representation:**

##### **Twyford School (303/3)**

The Local Gap at Twyford should exclude the school's hard surfaced play area.

**Change sought** - exclude play area from Local Gap.

##### **Bishops Waltham Society (212/4)**

Bishops Waltham - Beeches Hill should be added to the list of Local Gaps as it meets the defined criteria.

**Change sought** - add to list of Local Gaps.

##### **Kings Worthy Parish Council (288/7)**

Harestock - The Worthies should be added to the list of Local Gaps.

**Change sought** - add to list of Local Gaps.

##### **Twyford Parish Council (328/5)**

There should be a Local Gap between Twyford and Colden Common.

**Change sought** - add to list of Local Gaps.

##### **T Jones (347/3)**

There should be a Local Gap between Magdalen Down, Winchester, and the boundary of the AONB/proposed South Downs National Park to retain the rural character of the area.

**Change sought** - add to list of Local Gaps.

##### **A J Archard (886/3) (former Councillor)**

#### **City Council's Response to Representation**

Respondent 303 has misunderstood the notation on the Twyford Inset Map. There is no Local Gap defined between Twyford and any other settlement. It is, however, recognised that the notations could be clarified, particularly where different notations overlay each other. This should be addressed in the Revised Deposit Plan.

The respondents are seeking 7 additional Gaps, and 5 of these are between the following settlements:

- Twyford and Colden Common
- Twyford and Winchester
- Harestock and the Worthies
- Shedfield and Wickham
- Waltham Chase/Shedfield and Curdridge

All areas of countryside between settlements have been examined as part of the Local Plan Review process and it has been concluded that none of these areas met the criteria for Local Gap designation. All these areas have been re-examined, and it has been concluded that they do not meet the criteria for Local Gap designation. They are, however, adequately protected by the Plan's general countryside proposals.

Respondent 212 considers that there should be a defined Local Gap between Bishops Waltham and Beeches Hill. Beeches Hill is not defined as a settlement and therefore there is no risk of coalescence of two settlements. There is therefore no need to define a Local Gap.

Respondent 347 considers that a Local Gap should be defined between Magdalen Down, Winchester, and the AONB /proposed National Park boundary. The purpose of a Local Gap is providing additional protection to open areas between settlements at risk of coalescence. This area lies fully within the area subject to the Plan's countryside proposals and is adequately protected by them.

**Change Proposed** - none.

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### **Summary of Representation.** ***Change sought.***

### **City Council's Response to Representation** ***Change Proposed***

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There should be additional gaps at Shedfield - Wickham and Curdridge - Shedfield and Waltham Chase.  
***Change sought*** - add to list of Local Gaps.

#### **G Settatree (1036/1)**

There should be Local Gaps between Twyford and Colden Common and Twyford and Winchester.  
***Change sought*** - add to list of Local Gaps.

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### **Issue 4.17**

#### **Proposal C.4**

#### **Development in Gaps**

##### **Representation:**

#### **Church Commissioners (224/6)**

The Proposal should acknowledge that the listed criteria may be overridden where another Plan Proposal takes precedence. The Proposal for a park-and-ride site at Bushfield would be in conflict with the requirements.

***Change sought*** - amend Proposal to allow for development that would accord with other Plan proposals.

#### **House Builders Federation (266/1)**

The Proposal affords the same degree of protection to Strategic and Local Gaps. It should be two Proposals affording the appropriate degree of protection to the different designations.

***Change sought*** - divide into separate Proposals for Strategic and Local Gaps.

#### **S Milbourne (315/2)**

The Proposal is over-restrictive and should be re-worded to resist development only when it compromises the aims of the Gap.

***Change sought*** - reword Proposal.

#### **Mr Venn (411/1)**

The Proposal restricts diversification and regeneration within Gaps, which are encouraged by PPG 7 and the Rural White Paper.

***Change sought*** - revise Proposal to allow farm diversification within Gaps.

#### **D Brosnan (481/2)**

### **City Council's Response to Representation**

Respondent 224's representation objects to the Proposal on the basis of the proposed park-and-ride facility at Bushfield Camp, included in Proposals W.2 and W.3 in Chapter 11: Winchester. A response to objections to these Proposals is set out at Issue 11.5, but any park-and-ride scheme within a defined Local Gap would be treated as a potentially justifiable exception to policy. It would, however, need to demonstrate that the benefits of the scheme outweighed the conflicts with the Countryside Proposals of the Plan. It is essential that extensive hard surfaced areas, and other types of development listed in Proposal C.4, are generally resisted within Gaps, to maintain their open and undeveloped appearance. It would not therefore be appropriate to amend the Proposal as suggested.

Several respondents are seeking a more flexible approach to development in Gaps. This is either through a general re-wording of the Proposal, or by its division into two separate Proposals covering different levels of control within Strategic and Local Gaps.

There is no change in emphasis in either PPG 7(as amended) or the Rural White Paper in relation to the Government's commitment to safeguarding the countryside against inappropriate development. The Deposit Local Plan has defined Strategic and Local Gaps, which the approved HCSPR recognises are important to the shaping of the settlement pattern of the District, at both strategic and local level. It is therefore important to control the nature of development at both levels, and retain their generally open and undeveloped nature. It would not be appropriate to apply a more relaxed approach to development in Local Gaps than in the Strategic Gap, as it is just as important to restrict built development within them.

Diversification activities are not precluded from locations within Gaps, but, as they would be generally based on buildings, other areas of countryside may prove to be more suitable. Activities requiring the use of open land may, however, provide a positive use of land in Gaps.

The different functions of Strategic and Local Gaps are clearly set out in Proposals C.2 and C.3 and related text. Development within them would in both cases need to demonstrate that it does not physically or visually diminish the Gap, but in accordance with its Strategic or Local function. It is concluded that no purpose would be served by dividing the Proposal into two separate proposals, and that it should be retained as drafted.

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### *Change sought.*

### City Council's Response to Representation

#### *Change Proposed*

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The Proposal and paragraph 4.8 are too restrictive and should allow more development to support the rural economy. The same level of control should not apply to Local Gaps as Strategic Gaps.

*Change sought - divide into separate Proposals for Strategic and Local Gaps. Allow for development supporting rural economy in Local Gaps.*

*Change Proposed – none.*

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### **Issue 4.18**

#### **Proposal C.5/Paragraph 4.9**

#### **Representation:**

##### **Compass Roadside (206/1) (206/5)**

Proposal C.5 and paragraph 4.9 should be expanded to include Trunk Road Service Areas.

*Change sought - add "infrastructure for trunk road service areas to serve transport users" to facilities and services in paragraph 4.9 and Proposal, and delete "exceptionally" from the Proposal.*

##### **Itchen Valley Parish Council (286/5)**

The phrase "local communities" needs to be clarified.

*Change sought - replace "local communities" with "individual settlements".*

##### **Upper Itchen Valley Society (335/10)**

The phrase "local communities" should be defined.

*Change sought - add phrase to define "local communities".*

##### **Sparsholt College (353/10)**

It is unclear whether the Proposal applies to the College. It should be recognised as an existing settlement within the countryside.

*Change sought - amend Proposal to apply to sites such as Sparsholt College, or accord the College settlement status.*

##### **Estates Practice, Hampshire County Council (1434/15)**

The Proposal restricts rationalisation and increase of facilities at school sites.

*Change sought – identify school sites as a specific exception to the Proposal.*

#### **City Council's Response to Representation**

Respondent 206 has submitted a number of representations on different Proposals, to achieve recognition of the status and development requirements associated with service areas. It has been concluded under Issue 4.3 that the countryside designation should continue to apply to such areas. Proposal C.5 is intended to apply to facilities and services needed to serve towns and villages and to allow them, exceptionally, to locate on the edge of a settlement where the provider can demonstrate that suitable land cannot be found within the relevant defined built-up area(s). It would not be appropriate to expand the Proposal to include trunk road service areas, or to delete the word "exceptionally". These service areas would be subject to entirely different considerations, and it would not be appropriate to include them in the Proposal. Nor would it be appropriate to delete the word "exceptionally", as this is one of the basic requirements of the Proposal. Trunk road service areas are considered further under Issue 10.1: Transport.

Respondents 286 and 335 both consider that the phrase "local communities" in the Proposal needs clarification. Facilities and services needed by communities vary substantially in size, some serving a small village or parish, and others serving a large number of villages, or all or part of Winchester. Residents in the countryside will also use local facilities and services. For the above reasons, it would not be appropriate to substitute the words "individual settlements". The phrase "local communities" was added in response to an objection to the adopted Local Plan. It is concluded that it is still the most appropriate phrase to cover the range of different facilities and services that might be required and their different catchment population levels.

School sites are commonly located on the edge of settlements, and there would be no justifiable reason for treating them any differently to any other community facility. Development associated with them should therefore preferably be located within defined settlements. Where it can be demonstrated that this is not possible, the Proposal allows for development to take place, exceptionally, in the countryside. It is appropriate that such development should be required to meet countryside conservation objectives.

*Change Proposed – none.*

**Winchester District Local Plan Review**  
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**CHAPTER 4: COUNTRYSIDE**

Summary of Representation.  
*Change sought.*

City Council's Response to Representation  
*Change Proposed*

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**Issue 4.19**  
**Proposal C.6**  
**Landscape character: General**

**Representation:**

**English Heritage (250/10)**  
Support Proposal C.6.  
*Change sought – none.*

**P Windsor-Aubrey (335/3)**  
Support Proposal and the replacement assessment of CHAs as ASLQs are not being continued.  
*Change sought - none.*

**The Dever Society (947/1)**  
Welcome Proposal as the landscape character areas in the Dever Valley, Stratton Woodlands and Mid Hampshire Downs would be adversely affected by any large - scale development, particularly in the Micheldever Station area.  
*Change sought - none.*

**D Makewell (1013/5), T Morris (1014/1),  
Olivers Battery Parish Council (1018/1)**  
The countryside around Olivers Battery should be designated as an Area of Special Landscape Quality.  
*Change sought - define an ASLQ adjacent to Olivers Battery.*

**Estates Practice, Hampshire County Council (1434/16)**  
Generally support the landscape character approach, as it provides an appropriate link to the County Structure Plan.  
*Change sought - none.*

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**City Council's Response to Representation**

The general support for the landscape character approach is welcomed. The Council has carried out a comprehensive Landscape Character Assessment covering all the countryside areas throughout the District, including the AONB. It has been prepared using the "Landscape Character Assessment Guidance" published by the Countryside Agency and Scottish National Heritage in April 2002. Its preparation has involved consultation with local organisations, and it will be published as a background document to the Revised Deposit Plan.

The important landscape features within each part of the District are recognised in the Assessment and would need to be taken into account where proposals for development are being considered. There are, however, no proposals in the Local Plan for significant development in the Micheldever Station area.

Government guidance in PPG 7 advises that the landscape character approach should be used when local countryside designations are reviewed. This is also reinforced in the HCSPR, which provides a countywide framework for District Character Assessments. It would not therefore be appropriate to designate new Areas of Special Landscape Quality, as the district-wide character approach replaces these designations. The character approach does, however, recognise the important landscape features to be respected in all landscape types.

*Change Proposed – none.*

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**Issue 4.20**  
**Proposal C.6**  
**Landscape character:**  
**Development issues**

**Representation:**

**C Slattery (176/4)**  
The retention of the countryside at Winchester City (North) is essential for the health of residents of the built up areas of the City.  
*Change sought - retain Winchester City*

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**City Council's Response to Representation**

The Local Plan Review has to be prepared in conformity with the adopted Hampshire County Structure Plan Review (HCSPR). It must therefore make sufficient provision in the Plan for the development requirements - including the base-line housing identified for the District in Policy H2, and the reserve housing provision identified in Policy H4, which includes 2000 dwellings at Winchester City (North). A more full response on this Issue may be found in response to objections to Chapter 12 of the Plan (New Communities). The value of the countryside and its landscape character at Winchester City (North) is, however, recognised, and further detailed studies have been undertaken to enable a Reserve MDA boundary to be defined.

It has been concluded that the policies of the Local Plan Review will

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### **Summary of Representation.** **Change sought.**

### **City Council's Response to Representation** **Change Proposed**

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*(North) as a countryside designation.*

#### **I White (349/5)**

This Proposal would be meaningless if the MDA at Winchester City (North) is allowed to remain in the Plan. 2000 dwellings here would have an adverse effect on the character of the countryside.

**Change sought** - retain Winchester City (North) as a countryside designation.

#### **Strutt and Parker (877/7)**

Support Proposal but there is a fundamental conflict between it and the reserve MDA at Winchester City (North).

**Change sought** - not specified.

#### **George Wimpey UK Ltd (473/3, 473/4)**

Land at Albany Farm, Bishops Waltham has a character more in keeping with the adjoining area than the surrounding countryside.

**Change sought** - delete site from countryside designation and Landscape Character Area and include within policy boundary.

#### **Redrow Homes (Southern) Ltd (474/2)(474/3)**

The Proposal and Appendix 2 should not apply to land north of Francis Gardens, Winchester, as the land relates more to the urban area than the more open countryside beyond.

**Change sought** - delete site from countryside designation and Landscape Character Area and include within policy boundary.

bring forward adequate land to meet the requirements of the County Structure Plan (Review) (see Issue 6.5) and that the distribution of housing within the District, including provision within the settlements and Major Development Area(s), is appropriate (see Issue 6.3). Therefore, there is no need in housing terms for changes to the policy boundaries of Bishops Waltham or Winchester, which should be considered on the basis of the Plan's strategy and against this background.

All land outside the defined policy boundaries should therefore remain subject to countryside proposals and has been assessed in terms of its landscape character as part of the Landscape Character Assessment. Each area lies within a Landscape Character Area, and minor variations adjacent to each urban edge do not provide a justification for allowing an extension of the defined policy boundaries. In any event, the areas promoted for exclusion from the Landscape Character Areas are quite clearly part of the countryside rather than a built-up area.

**Change Proposed** – none.

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### **Issue 4.21**

#### **Proposal C.6/paragraph 4.13** **Landscape character: Wording**

#### **Representation:**

##### **Itchen Valley Parish Council (286/1)**

Support Proposal but should emphasise that development should not have an adverse impact on any of the key characteristics.

**Change sought** - amend wording in line 3 of Proposal.

##### **Bishops Waltham Society (212/5)**

Additional text is needed to amplify how the management policies provided for in

### **City Council's Response to Representation**

The support is welcomed.

It is not considered that Respondent 286's suggested additional wording adds any clarification to the Proposal, as all the key characteristics would be considered in association with any proposed development.

It is, however, accepted that the landscape strategies referred to in the Proposal (and set out in Appendix 2 of the Plan) should be amplified in the text, and therefore a new paragraph, following paragraph 4.13, is proposed for inclusion. The new paragraph also refers to use of planning conditions or planning obligations where appropriate. The wording suggested reflects the intent of that suggested by Respondent 212.

The Landscape Character Assessment has been prepared alongside the Local Plan's procedures, to allow comments to be made on the

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation. *Change sought.*

### City Council's Response to Representation *Change Proposed*

the Landscape Character Areas are to be implemented, and to refer to the need for conditions or planning obligations.  
**Change sought** - add additional supporting text.

change in approach before the Plan (and the Landscape Assessment) is operated for development control purposes. The Deposit Plan made it clear that a District Assessment was to be undertaken, and amendments are proposed to paragraph 4.13 to indicate that this is now complete.

#### **Bewley Homes and R C H Morgan-Giles (227/18)**

The Landscape Character Areas Key Characteristics should not form part of the Plan until the Landscape Character Assessment has been undertaken.

**Change sought** - delete Key Characteristics from Plan until District Assessment is complete.

It would not be realistic to await the establishment of a National Park, as that designation is subject to separate procedures and timescales. The City Council would co-operate with the new National Park Authority on landscape matters when it is established, but in the meantime the Local Plan's content has to conform to the approach advocated in Government and strategic advice.

#### **Winchester and Havant District CPRE (1387/9)**

The comprehensive review of the landscape should be delayed until the National Park Authority is formed. Alternatively, it may be appropriate for a joint exercise to be carried out at a later date.

**Change sought** – in paragraph 4.13, replace 'including' with 'excluding' and add at end: 'the Council will, if required, work with the AONB JAC, or the National Park Authority, to undertake a comprehensive review of the area currently within the AONB'.

As a result of further discussion, it is understood that GOSE accepts that landscape character assessments are not local and national designations, and that the Proposal does not restrict all development, only inappropriate development. The wording of the Proposal has, however, been re-examined to ensure clarity and consistency with adjoining Districts where this approach is being used. A minor wording change is proposed to satisfy GOSE's objection that the phrase "adverse effect" does not provide clarity.

#### **Change Proposed - paragraph 4.13:**

*The Council will has carried out a comprehensive review of the landscape of the District, including the AONB, using the Landscape Character Area approach. The District Landscape Assessment has identified 23 Landscape Character Areas, each of which has a recognisable local identity.*

#### **Change Proposed - paragraph 4.14:**

*~~Until this is completed,~~ Development proposals should respect local landscape character by protecting, enhancing and restoring the key characteristics of the landscape (as set out in Appendix 2). They should also have regard to the Pilot Landscape Character Assessment already undertaken, and the "main characteristics" of the broad Landscape Character Areas identified in the Hampshire Landscape Strategy document. They should also be consistent with the strategies for the relevant Landscape Character Areas, by incorporating measures to maintain and enhance the features that create its distinctive sense of place. Conditions may be used and/or planning obligations sought to achieve landscape and built form improvements in accordance with the proposed strategies. The key characteristics and strategies for each Landscape Character Area are set out in the District Landscape Character Assessment and summarised in Appendix 2.*

#### **GOSE (261/22)**

The Proposal restricts all types of development and does not fully accord with advice in PPG 12, as development plans should not apply the same policies to such designations as national designations.

**Change sought** – not specified.

#### **Change Proposed - Proposal C.6:**

*Development which fails to respect the intrinsic character of the landscape, or ~~has an adverse effect on~~ harms the key characteristics of the Landscape Character Area concerned (as set out in Appendix 2) will not be permitted.*

*Development which is acceptable within the terms of this and other relevant proposals of this Plan should be consistent with the landscape ~~management~~ and built form strategies (as set out in Appendix 2).*

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

Summary of Representation.  
*Change sought.*

City Council's Response to Representation  
*Change Proposed*

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### Issue 4.22 Landscape character

**Representation:**

**Environment Agency (253/16)**  
There should be a new Proposal to protect watercourses and wetlands other than those of the Dever, Itchen and Meon Landscape Character Areas.

### **City Council's Response to Representation**

A new Proposal to protect other watercourses and wetlands is unnecessary, as all watercourses and wetlands, which contribute to the character of any Landscape Character Area, are listed as key characteristics in the District Landscape Assessment. These are also summarised in Appendix 2 of the Local Plan. They will therefore be protected by Proposal C.6 as well as a proposed amendment to Proposal DP.5 (see Issue 3.20). It is not considered appropriate to single out one particular aspect of the landscape for special protection by the inclusion of an additional Proposal. If this approach were adopted, many other landscape features would need consideration.

*Change Proposed – none.*

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### Issue 4.23 Proposal C.7/ paragraph 4.16 Landscape designations

**Representation:**

**Estates Practice, Hampshire County Council (1434/16)**

Support the AONB and proposed National Park designations.

*Change sought - none.*

**F Agombar (228/3)**

The AONB boundary should be revised to exclude land at South Hill, Droxford.

*Change sought - amend boundary as specified.*

**K Story (882/3)**

The proposed park-and-ride site in the AONB conflicts with this Proposal. The AONB Joint Committee and English Nature should be able to veto development proposals. New developments should only be approved subject to removal and site restoration if they become redundant.

*Change sought - amend Proposal to allow the AONB Joint Committee and English Nature to veto development proposals, to allow for termination of approval where development becomes redundant, and to prevent the presence of an existing development supporting new development proposals.*

**AONB Project Officer (1248/3)**

Support Proposal, but it could be worded more positively, and should be amended to protect the AONB's tranquillity and amenity. Further explanation of

### **City Council's Response to Representation**

The support is welcomed.

The East Hampshire AONB is a national designation, and the Local Plan does not have the power to amend its boundary. All the settlements within the existing boundary are all entirely within the AONB, and therefore additional development would have no affect on the defined boundary. It has, however, been concluded that there is no need for additional housing in Droxford, or to extend it's defined policy boundary (see Issue 6.19 Housing).

The proposed park-and-ride site at Bar End, Winchester, referred to by respondent 882, has planning permission and is not the subject of a Proposal in the Local Plan Review. The Plan makes it clear that park-and-ride sites are generally expected to be outside the AONB, and any scheme outside the defined policy boundary of Winchester would need to demonstrate that the benefits outweigh conflicts with the countryside policies. The transfer of powers and/or power of veto sought by the respondent would not be feasible within the terms of the planning system. The final decision on any scheme is based on a detailed assessment of the need for the facility, and a thorough analysis of the effects of the development on the countryside and surrounding transport network. This takes into account the comments of all consultees so that a balanced decision can be made. It is considered that AONB would be adequately protected, in the event of any future proposal likely to have an impact on the area. This would be achieved through the operation of Proposals C.7 (with proposed changes resulting from other representations), W.3 and T.7, and the normal consultation procedures.

It is, however, accepted that the Proposal should be more positively worded and could reflect Government and strategic advice more closely. It should make reference to the economic and social wellbeing of the area, and the need for major development proposals to be generally resisted.

It is also accepted that Proposal should be amended to ensure that development respects the type, colour and texture of external construction materials, by the addition of the term "built environment". The Proposal should also be amended to protect the tranquillity and amenity of the area as an essential part of the AONB's character. The AONB extends into the adjoining District of East Hampshire, and



# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### **Summary of Representation.** ***Change sought.***

### **City Council's Response to Representation** ***Change Proposed***

management within the AONB should be provided.

***Changes sought*** - wording to introduce a more positive element. Add word "amenity" after "character" in line 2.

#### **Planning Department, Hampshire County Council (1433/1)**

The Proposal is too negative, and should mention the need to have regard to the economic and social well being of the area, in accordance with paragraph 4.8 of PPG 7 and Policy E7 of the HCSPR.

***Change sought*** - add suggested wording to introduce a more positive element.

#### **GOSE (261/23)**

The term "adverse effect" should be qualified, and the Proposal should be amended to reflect the last two sentences of PPG 12 paragraph 4.8 (amended in June 2000).

***Change sought*** - not specified.

#### **D Briggs (967/1)**

Support designation of a South Downs National Park but consider those areas to the east, west and north of Winchester should be included.

***Change sought*** - amend boundary as requested.

therefore the Proposal should be consistent with that Authority's policy in the East Hampshire District Local Plan: Second Review.

Respondent 261 considers that the term "adverse affect" is unclear, and therefore amendments to paragraph 4.14 and the Proposal are suggested to address this.

Countryside management projects are referred to in paragraph 4.17. It would not be appropriate to include more detail about the management of any specific project, including the AONB, in a Local Plan, as it is not a relevant land use issue.

The support for National Park designation is noted, but the designation and boundary definition procedures are being undertaken outside the Local Plan process. They are, however, referred to in paragraphs 4.15 and 4.16 of the Local Plan, and these should be updated to reflect the current timetable for consultation and designation.

#### ***Change Proposed - paragraph 4.14:***

*.... Proposal C.7, along with Proposal C.6, prevents development likely to ~~have an adverse effect on~~ harm the character of this area....*

#### ***Change Proposed - Proposal C.7:***

*Development that would ~~have an adverse effect on~~ harm the natural beauty, amenity, tranquillity and distinctive character and quality of the landscape of the East Hampshire Area of Outstanding Natural Beauty (as defined on the Proposals and Inset Maps) will not be permitted, unless it is essential for the economic or social wellbeing of the area.*

*In considering development proposals within the AONB, particular attention will be given to the need to conserve and enhance*

- a) the landscape character of the countryside;*
- b) settlements and their setting;*
- c) the character of the built environment.*

*Major development proposals will only be permitted if they are justified by proven national interest and there are no alternative sites outside the AONB.*

#### ***Change Proposed - paragraph 4.16:***

*The Countryside Agency ~~is~~ has now assessed ~~ing~~ which areas within the whole South Downs area would most benefit from National Park status, and is continuing to holding ~~ing~~ discussions on how the Park could be administered. ~~The Agency put forward a suggested boundary for consultation in mid-2001~~ conducted a public consultation on both a proposed Park boundary and draft administrative arrangements in Spring 2002. ~~The Agency has now submitted~~ is not expected to submit a designation order to the Secretary of State, ~~until Spring 2002.~~ While this process is underway, the existing Local Plan Proposals will continue to apply to the AONB.*

### **Issue 4.24** **Proposal C.8 / paragraphs 4.20** **- 4.22**

### **City Council's Response to Representation**

The potential for showing nature conservation sites on the Proposals Map has been re-considered. The current adopted Local Plan includes a Plan showing all the sites in the District, but this has

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation. *Change sought.*

### City Council's Response to Representation *Change Proposed*

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#### **Representation:**

##### **English Nature (251/1, 251/2)**

The Proposals Map should show all important nature conservation sites to provide information on potential development constraints to landowners and developers. The sentiment of the Proposal is supported but there should be two Proposals to cover internationally and nationally important sites separately. **Change sought** - amend Proposals Map to show important sites. Create separate Proposals for international and national sites.

##### **GOSE (261/24, 261/25)**

The Proposal should reflect the relative significance of the designations and should accord more fully with the advice in PPG 9. The proposals map should identify the areas to which these policies apply, including local designations. Proposal C.8 and paragraph 4.22 do not fully accord with PPG 9 advice (paragraph 25), and the Proposal appears contradictory.

**Change sought** - amend Proposals Map to show important sites. Create separate Proposals for international and national sites and amend paragraph 4.22.

##### **Hampshire and Isle of Wight Wildlife Trust (330/3, 330/4)**

The Proposal should be in a more appropriate Chapter as it relates to sites in the urban area as well as countryside. The sites should be shown on the Proposals and Inset Maps. The Proposal is unclear as it mixes an interpretation of the statutory provisions with the policy position of the Council.

**Change sought** - transfer Proposal to a more appropriate Chapter. Amend Proposals Map to show important sites. Re-structure Proposal to clarify the different requirements for international and national designations.

##### **Hawthorne Kamm Ltd (374/7)**

The Proposal lacks clarity in differentiating between sites of international, national and local importance.

**Change sought** - revise to reflect the different levels of nature conservation designation.

proved to be too small-scale to allow site boundaries to be accurately identified. It has therefore been concluded that, in view of the large number of sites covering all designations, many of which are small in area, it is preferable to refer developers to a separate document showing sites at a larger scale. This also allows the information to be updated more regularly. Following discussion with GOSE, it seems that this approach may be accepted.

It has, however, been concluded that there should be separate Proposals covering international and national designations, and the text amended accordingly. Consequential changes to the introductory paragraphs 4.18 and 4.19, on wildlife habitats, are also proposed. It is also proposed that these paragraphs include information on how developers should take account of designated sites, and that conditions or planning obligations will be used to achieve the necessary protection.

The nature conservation section was transferred into the Countryside Chapter with the Review Plan, as it was considered to be the part of the Plan where developers and others would expect to find the relevant Proposals. Paragraph 4.19 recognises that, although most such sites occur in the countryside, they may also exist within urban areas. It has been concluded, however, that the section relating to the protection of the natural environment, including the nature conservation section, should remain in this Chapter. Issue 4.1 proposes that the Chapter should be re-titled "Countryside and Natural Environment" to clarify what it covers.

#### **Change Proposed - paragraph 4.18:**

*The District has a substantial number of areas that are important for their wildlife and nature conservation interest. These include areas ~~that are~~ of international, national and local importance ~~that are~~ recognised by special designations. Other undesignated areas may also have features that are ecologically important and all these areas should be protected from harmful development. Proposals C.8 - C.10 set out how the Local Planning Authority will protect such areas. ~~The County Council has produced~~ In view of the small scale of many of the areas within the District, information on them is published separately from this Plan. A map showing the national and international designations, and a schedule of the important nature conservation areas locally designated sites, can be inspected in the Planning Department. ~~and Developers should refer to these to establish the location and quality of these areas, and whether any of the following proposals apply.~~*

#### **Change Proposed - new paragraph:**

Add new paragraph before existing paragraph 4.19.

*The Local Planning Authority will expect development proposals to have regard to the need to conserve important wildlife habitats in accordance with the requirements of their designation, and to respect other areas of existing or potential nature conservation interest. Where development is permitted that is likely to harm a designated site, conditions will be used and/or planning obligations sought to minimise the damage and provide compensatory measures.*

#### **Change Proposed - paragraph 4.19:**

*Although most of these areas are in the countryside, some important nature conservation sites or areas of potential nature conservation*

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation. *Change sought.*

### City Council's Response to Representation *Change Proposed*

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#### **Planning Department, Hampshire County Council (1433/2)**

The Proposal does not accurately reflect the tests to be applied in making decisions on international designations and the specific provisions of the Habitat Regulations. The legislation relating to international and national designations is different.

**Change sought** - two separate proposals to clarify the differences in the planning provisions for international and national designations.

value are within the settlements. Proposals C.8 - C.10 apply also to such areas, where relevant.

#### **Change Proposed – sub-heading:**

~~International~~ Sites of international and national importance

#### **Change Proposed - paragraph 4.20:**

~~The Local Planning Authority will use Proposal C.8 to protect sites of international and national nature conservation importance, and sites proposed for such designations.~~

#### **Change Proposed - paragraph 4.21:**

~~...Sites of Special Scientific Interest (SSSIs) and National Nature Reserves (NNRs) are sites of national importance. These designations apply in addition to the national designation as a Site of Special Scientific Interest (see below).~~

#### **Change Proposed - paragraph 4.22:**

~~Within the District, the Itchen Valley is a candidate SAC, and the Government requires it to be treated in the same way as a designated SAC. Areas subject to these international designations have the highest nature conservation importance, and are effectively irreplaceable. Development should therefore avoid damage to, or the loss of such sites, and development proposals will therefore be subject to special scrutiny.~~

#### **Change Proposed - Proposal C.8:**

~~Development likely to harm have an adverse effect on a European site, a proposed European site or a Ramsar site (either individually or in combination with other plans or projects) designated for its national or international nature conservation importance will not be permitted unless; the need for the development can be shown to outweigh the adverse impact. Where development is permitted that results in the loss of, or harm to, any of these sites, a compensating habitat will need to be provided.~~

~~Where sites are subject to international designations, development will only be permitted where~~

~~(i) It is directly connected with or necessary to the management of the site for the particular features giving rise to the designation, or~~

~~(ii) There is no alternative solution; and~~

~~(iii) There are imperative reasons of over-riding public interest for the development.~~

~~Where atthe site hosts a priority habitat or species (listed in the EC Habitats and Birds Directives), development will only not be permitted unless it is needed for imperative reasons of human health, public safety or to for benefits the nature conservation of the site of primary importance for the environment.~~

~~Where development is permitted that is likely to result in harm to a European site, the Local Planning Authority will require appropriate compensatory measures.~~

#### **Change Proposed - new sub-heading:**

Add new sub-heading after Proposal C.8.

#### **National sites**

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

**Summary of Representation.**  
**Change sought.**

**City Council's Response to Representation**  
**Change Proposed**

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**Change Proposed - new paragraph:**

Add new paragraph after Proposal C.8.

Within the District, 20 Sites of Special Scientific Interest (SSSIs) have been designated, and these are of key importance nationally. Some of them have also been designated as National Nature Reserves (NNRs). Development proposals in or likely to affect these areas will be subject to special scrutiny.

**Change Proposed - new Proposal:**

Add new Proposal before existing paragraph 4.23.

Development likely to harm a Site of Special Scientific Interest (SSSI) will not be permitted unless the reasons for the development clearly outweigh the harm to the special nature conservation value of the site.

Where development is permitted that is likely to result in harm to a national site, the Local Planning Authority will need to be satisfied that there is sufficient provision to minimise the damage and to provide appropriate compensatory measures.

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**Issue 4.25**  
**Proposal C.9 / paragraph 4.23**

**Representation:**

**English Nature (251/1, 251/3)**

The Proposals Map should show all important nature conservation sites. The Proposal should be amended to fully reflect all sites of local conservation importance, including Local Nature Reserves(LNRs) and Regionally Important Geological/Geomorphological Sites(RIGs).

**Change sought** - amend Proposals Map to show important sites. Amend Proposal to include all sites of local conservation importance.

**GOSE (261/26, 261/27)**

To accord with PPG 9, the Proposals Map should identify sites of local importance, referred to in paragraph 4.23. In the Proposal, the terms "adverse effect" and "compensatory measures" should be clarified, to be consistent with Government advice in PPG 12 paragraph 3.14, and it should clarify where planning obligations are to be sought.

**Change sought** - amend Proposals Map to show important sites. Clarify Proposal wording.

**House Builders' Federation (266/2)**

The Proposal should be re-worded to reflect the difference between local, national and international designations.

**Change sought** - amend Proposal to

**City Council's Response to Representation**

The potential for showing nature conservation sites on the Proposals Map has been re-considered. The current adopted Local Plan includes a Plan showing all the sites in the District, but this has proved to be too small-scale to allow site boundaries to be accurately identified, particularly in relation to locally designated sites. It has therefore been concluded that, in view of the large number of sites covering all designations, it is preferable to refer developers and others to a separate document showing sites at a larger scale. This also allows the information to be updated more regularly.

It has been concluded that the Proposal should only refer to Sites of Importance for Nature Conservation (SINCs) as Local Nature Reserves may be any designation. They would therefore be protected by the relevant proposal covering the particular designation. The other types of site referred to by respondent 251 do not exist in the District.

It is accepted that the Proposal would benefit from some clarification of the requirements relating to local designations, and some amended wording is proposed. Reference to the need for planning obligations in relation to all sites of nature conservation importance is now made in the introductory section (new paragraph), see Issue 4.24 above.

It is accepted that the sub-title "Sites of local importance" may be misleading in relation to the nature conservation interest of some sites. It is therefore proposed that it is changed to "Locally designated sites".

**Change Proposed - sub-heading:**

Locally designated sSites of local importance

**Change Proposed - paragraph 4.23:**

The District also has numerous ~~The Local Planning Authority will use Proposal C.9 to protect locally designated Sites of Importance for Nature Conservation (SINCs)....~~ .... The locations and details of ~~such~~ sites existing at October 2001 may be found in the County Council's

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### **Change sought.**

*clarify the requirements of the designation.*

#### **Hampshire and Isle of Wight Wildlife Trust (330/4, 330/5)**

The Proposal should be re-structured to clarify what is required in relation to the designation, and in what circumstances compensatory measures would be acceptable. The text should be changed to refer to Sites of Importance for Nature Conservation rather than sites of local importance.

**Change sought** - amend Proposal to clarify the requirements of the designation. Change section title.

#### **Planning Department, Hampshire County Council (1433/3)**

The wording of the Proposal should clarify that, where development is likely to have an adverse effect on a SINC, damage should be minimised as well as the provision of compensatory measures.

**Change sought** - amend Proposal to clarify the requirements of the designation.

### City Council's Response to Representation

#### **Change Proposed**

*schedule of important nature conservation areas within the District, which ~~is was~~ published in association with this with the first Deposit Plan. Amendments to the date of publication of the Revised Deposit Plan are available with the document. Further SINCs may be identified from time to time, and these will be incorporated in future revisions to the schedule.*

#### **Change Proposed - Proposal C.9:**

*Development likely to ~~harm~~ have an adverse effect on a Site of Importance for Nature Conservation (SINC) will not be permitted unless it can be demonstrated that the need for the development outweighs the harm to the nature conservation value of the site.*

*Where a development is permitted that is likely to results in harm to a SINC, the Local Planning Authority will need to be satisfied that there is sufficient provision to minimise the damage, and to provide appropriate ~~using acceptable~~ compensatory measures.*

#### **Change Proposed - new paragraph:**

*Add new paragraph after Proposal C.9.*

*Some areas have also been designated as Local Nature Reserves. These can have any nature conservation status, and therefore the relevant Proposal will be applied.*

### **Issue 4.26**

#### **Proposal C.10 / paragraphs 4.24 - 4.25**

#### **Representation:**

##### **M Miller (1252/1)**

Development at Winchester City (North) would have a severe impact for wildlife habitats. Proposal NC.3 should be deleted, and replaced with better use of brownfield sites or use of less beautiful landscape.

**Change sought** - delete proposed reserve MDA at Winchester City (North).

##### **English Nature (251/3/4)**

Local Nature Reserves should be referred to in Proposal C.9 and not this Proposal. This Proposal and text should be expanded to clarify how undesignated habitats and species are to be protected, by making reference to the Hampshire Biodiversity Action Plan. There should be a new Proposal to ensure that development does not result in harm to a species or habitat.

**Change sought** - transfer Local Nature

### City Council's Response to Representation

The Local Plan has to meet the development requirements of the County Structure Plan (Review). This means providing for a reserve MDA at Winchester City (North), which is required in addition to better use of brownfield sites, and therefore Proposal NC.3 must be retained. More information is set out in the response to objections to Proposal NC.3 (Chapter 12). The definition of the site for the reserve MDA has taken account of wildlife habitats.

Local Nature Reserves are discussed under Issue 4.25. They are now mentioned in the text at (proposed new) paragraph (4.27). As they can be any type of designation, although all the current Reserves in the District are SSSIs, they are not now included in the proposed revisions to Proposals. They would therefore be covered by the Proposal for the relevant type of designated site.

It is accepted that the text and Proposal could be clarified and that "water habitats" should be replaced with "wetland habitats". The amendments requested by respondent 251 are, however, considered to be too detailed for a Local Plan. It is not considered that the Proposal is too restrictive, as maintained by respondent 374. The requirement for replacement of habitats is considered reasonable, although this normally requires some relocation.

Some amendments to Proposal C. 10 are suggested to ensure that habitats and species not so far identified are protected, and this is considered sufficient to protect habitats and species from harmful development. It is accepted that a new Proposal to encourage habitat creation and restoration would be beneficial, and consistent with the

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### **Change sought.**

### City Council's Response to Representation

#### **Change Proposed**

*Reserves to Proposal C.9. Expand Proposal C.10 and text to protect undesignated habitats and species.*

#### **Environment Agency (253/17, 253/15)**

In paragraph 4.24, the phrase "water habitats" should be replaced with "wetland habitats", as this is the accepted collective term. There should be a new Proposal to support habitat creation, landscape and habitat restoration, and biodiversity enhancement.

**Change sought** - replace wording in paragraph 4.24. Add new Proposal to cover habitat creation and restoration.

#### **Hawthorne Kamm Ltd (374/8)**

The Proposal is too restrictive and should be revised to require relocation of habitats or species rather than replacement.

**Change sought** - revise Proposal as specified.

#### **Hampshire and Isle of Wight Wildlife Trusts (330/4)**

The Proposal is confusing and should be revised to clarify what is required in relation to the status of the sites.

**Change sought** - revise Proposal to clarify requirements.

#### **Planning Department, Hampshire County Council (1433/4)**

The Proposal is unclear and should be redrafted to clarify its intention to protect features outside designated sites. Local Nature Reserves in the District are all SSSIs and therefore would be covered by Proposal C.8.

**Change sought** - redraft Proposal to clarify requirements and status of Local Nature Reserves.

advice in PPG 9. A new Proposal and text is therefore proposed to address this issue. There will also be a need for some additional text in the earlier introductory section on wildlife habitats (new paragraph 4.20).

#### **Change Proposed - paragraph 4.24:**

*Other undesignated sites may also contain wildlife interest, and Proposal C.10 will be used to protect them. Such sites would include ~~Local Nature Reserves and~~ smaller scale features of ecological interest such as woodlands, hedgerows and ~~water~~ wetland habitats....*

#### **Change Proposed - Proposal C.10:**

*Where sites, other than those subject to Proposals C.8, ~~the new Proposal (RD04.17) or C.9, have been identified as being of local~~ are found to support habitats or species of nature conservation importance interest, the Local Planning Authority will have regard to their nature conservation value when assessing development proposals that affect ~~these sites~~. Where development is permitted that would results in harm to ~~any of these features~~ sites, provision should be made to minimise any harm, or to replace a habitat where it is to be lost.*

#### **Change Proposed - new paragraph:**

Add new paragraph after existing paragraph 4.18 (introductory section on Wildlife Habitats).

*In addition to the protection of existing habitats, where appropriate, the creation or improvement of areas of nature conservation value will be encouraged in association with development, as set out in the new Proposal (RD04.26).*

#### **Change Proposed - new sub-title and paragraph:**

Add new sub-heading and paragraph after existing paragraph 4.25.

*New and enhanced sites of nature conservation value*

*It is also important to encourage the provision of new wildlife habitats, or improvements to existing habitats, where appropriate. These would generally form part of a landscape scheme in association with new development.*

#### **Change Proposed - new Proposal:**

Add new Proposal after existing paragraph 4.25.

*When granting permission for development, the Local Planning Authority will have regard to opportunities to create or improve habitats and features of nature conservation interest.*

### **Issue 4.27**

#### **Proposal C.11/paragraph 4.28**

#### **Representation:**

#### **C Slattery (176/3)**

The quality of the farmland at Winchester City (North) is very good or good (2 or 3a). Further impact assessment studies would be necessary before a site or an

### **City Council's Response to Representation**

As requested by respondent 176, further impact assessment studies, including the quality of agricultural land, have been carried out before defining a site at Winchester City (North). These studies have been undertaken, using the principles established in Government guidance, and set out in revised PPG 7. The Local Plan has to meet its development requirements, and therefore has to include a reserve MDA at Winchester City (North). The value of the land in relation to other conservation interests, such as landscape, nature conservation, and historic features, has also been considered before the site was defined.

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### *Change sought.*

### City Council's Response to Representation

#### *Change Proposed*

area of search for an MDA are determined.

**Change sought** – *not specified.*

#### **I White (349/6)**

The Proposal does not allow development on good quality agricultural land and becomes meaningless if the MDA at Winchester City (North) remains in the Plan.

**Change sought** – *delete proposed reserve MDA at Winchester City (North).*

#### **Strutt and Parker (877/8)**

Fully support Proposal but Proposal NC.3 is in conflict, as land of lower agricultural quality is available.

**Change sought** – *re-assess area for Proposal NC.3.*

#### **Grainger Trust (214/7)**

The Proposal should recognise the need to assess the retention of higher Grade 3a agricultural land against the overriding need for the development, as at West of Waterlooville, and the conservation value of the lower grade agricultural land.

**Change sought** – *reword Proposal to reflect PPG 7.*

#### **Bryant Homes (397/22)**

The Proposal does not take into account revised paragraph 2.17 of PPG 7. It should be revised to refer to other interests as well as conservation interests. The Proposal should clarify what is meant by "value".

**Change sought** – *revise Proposal to accord with PPG 7 and clarify "value".*

#### **Cala Homes (468/14, 468/15)**

In paragraph 4.28 and the Proposal, development on grades 1, 2 and 3a agricultural land should not require special justification, as Government strategy envisages agricultural land as being only one factor in planning decisions.

**Change sought** – *revise Proposal to accord with PPG 7.*

#### **Estates Practice, Hampshire County Council (1434/17)**

There is a need to recognise the economic impact of the non-development of better farmland.

**Change sought** – *none specified.*

It is accepted that the wording of the Proposal could be revised to reflect amended Government guidance in PPG 7 more closely. In particular, it could include a criterion referring to the need for the proposed development. In criterion (i), the word "value" should be replaced by "importance" to clarify the meaning, and use the term used in PPG 7.

The Government is quite clear that the use of higher-grade agricultural land should only be considered where opportunities on lower grade land have been explored first. It is therefore reasonable to require justification for the use of such land. Criterion (ii) should be amended to reflect the need to consider also the importance of the land for other considerations. Government advice uses the term "sustainability considerations", which covers a wider range than conservation interests. This term should therefore be adhered to in the revised Proposal.

Criteria (i) and (ii) should be reversed in order to reflect the greater importance of using lower quality agricultural land where it is available, before considering any use of the higher-grade agricultural land.

Paragraph 4.28 should be amended to include an explanation of "sustainability considerations". These may include those of importance for quality and character of the landscape, nature conservation or heritage interest, or accessibility to infrastructure, workforce and markets.

Respondent 353's request for special status to be accorded to the College is one of a number of similar representations relating to a number of different Proposals in the Plan. It is not relevant to this Proposal, but the issue is fully considered under Issue 8.15.

#### **Change Proposed - paragraph 4.28:**

*...Development otherwise acceptable in the countryside should avoid land of this quality wherever possible, although its importance will depend on ~~the general quality of land locally~~ other sustainability considerations in the locality. Proposals for development should justify the use of a particular location, following an assessment of the ~~value~~ importance of the land in relation to other land in the locality. In addition to an assessment of agricultural quality, this should include an assessment of the importance of a wide range of sustainability issues. These may cover landscape character and quality, wildlife habitats, recreational amenity areas, and heritage features, and accessibility to infrastructure, workforce or markets as well as agricultural quality.*

#### **Change Proposed - Proposal C.11:**

*Development that would adversely affect or result in the loss of good quality agricultural land (Grades 1,2 and 3a) will not be permitted unless it can be demonstrated that:*

- (i) there is an overriding need for the development;*
- (ii) the development cannot be directed towards land of a lower agricultural classification which could be developed taking account of other sustainability considerations;*
- (iii) the impact on or loss of the land would have the least impact on the overall ~~value~~ importance of land in the locality, taking*

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### *Change sought.*

### City Council's Response to Representation

#### *Change Proposed*

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#### **Sparsholt College (353/11)**

The countryside status of the College constrains it from fulfilling its aims. It should be designated as an established settlement to facilitate responsible development.

**Change sought** – accord College settlement status.

*account of other ~~conservation~~ sustainability interests; and.*

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#### **Issue 4.28**

#### **Proposal C.12**

#### **Representation:**

##### **English Heritage (250/11)**

Support Proposal C.12.

**Change sought** – none.

##### **Twyford Parish Council (328/6)**

The Proposal should require removal of obsolete farm buildings before new ones are permitted, particularly in designated areas.

**Change sought** – amend Proposal to add requirement.

##### **Mr Venn (411/2)**

Criterion (i) is unclear and should specify whether buildings should be in a single ownership. The Proposal should encourage diversification in accordance with PPG 7.

**Change sought** – amend Proposal to clarify ownership requirements and encourage diversification.

##### **D S and A B Gamblin (490/1), Gardner Richardson Associates (491/2)**

Criteria (i) and (ii) are unnecessary and criterion (iii) should be simplified.

**Change sought** – delete criteria (i) and (ii) and revise criterion (iii) to give clearer design requirements.

##### **AONB Project Officer (1248/4)**

Generally support Proposal but it should also include a test of viability and require the submission of a whole farm plan in support of the application.

**Change sought** – revise Proposal to include viability test and require submission of farm plan.

##### **Estates Practice, Hampshire County Council (1434/18)**

### City Council's Response to Representation

The support is welcomed.

The Local Authority can require obsolete buildings to be removed where it is practicable, but it can be dealt with by planning condition, according to the circumstances applying at the time. It is not considered necessary to amend the Proposal or text as suggested.

It is considered reasonable to require investigation of whether an alternative building may be used before permitting a new building. This could be in the same ownership or otherwise available in the locality. Criterion (i) should be retained and it is not considered appropriate to amend it to require the building to be in the same ownership.

Diversification activities would generally be expected to use suitable existing buildings in the first instance. Where a new building is, exceptionally, required, it would be assessed under the requirements of Proposal C.15, which refers to other relevant Proposals of this Plan. It is therefore not considered necessary to amend Proposal C.12 as well, to refer to diversification projects.

Criterion (ii) should also be retained, as it is in the current Local Plan, and is considered to be a reasonable planning requirement for buildings of this nature.

Criterion (iii) is considered to be clear in its design requirements, and simplification would give less specific requirements. It should therefore be retained unchanged. Proposal DP.3 sets out the design requirements for all development, and "Farm Buildings – a Design Guide for Hampshire" gives more detailed advice on the design of farm buildings.

Information required to support a proposed new building would include viability and may include the submission of a whole farm plan, although this can only be requested and not required. It would not therefore be appropriate to amend the Proposal as suggested.

The Authority recognises the needs of agricultural businesses have economic implications, but it is not considered necessary to expand the text further.

**Change Proposed** – none.



# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### **Summary of Representation.** ***Change sought.***

### **City Council's Response to Representation** ***Change Proposed***

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There is a need to recognise the economic impact of this Proposal.  
***Change sought – not specified.***

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#### **Issue 4.29** **Proposal C.13**

##### **Representation:**

##### **Mr Venn (411/3)**

The Proposal should encourage farm diversification schemes, cross-reference relevant other proposals, and clarify the ownership requirements for buildings in criterion (i).

***Change sought – amend Proposal to clarify ownership requirements and encourage diversification.***

##### **New Alesford Town Council (1386/6)**

The Proposal should be amended, or a new Proposal added, to control development associated with watercress and salad production.

***Change sought – amend, or add new Proposal, to control development for watercress production.***

##### **Estates Practice, Hampshire County Council (1434/19)**

The Proposal is in part supported, subject to landscaping.

***Change sought – not specified.***

##### **City Council's Response to Representation**

Representation 411 makes the same comments on this Proposal as Proposal C.12, presumably because this Proposal is cross-referenced to C.12. It is considered reasonable to require investigation of whether an alternative building may be used before permitting a new building. This could be in the same ownership or otherwise available in the locality. Paragraph 4.32 already refers to the role of such activities in diversification, but not all such businesses are established for this reason. It is not considered necessary to amend the Proposal to refer to diversification, as Proposal C.15 would also apply to any such scheme. The response to representations on Proposal C.12 are set out under Issue 4.28.

Any development associated with processing or distribution of watercress and salad products would be covered by this Proposal. It is cross-referenced to Proposals C.12 and DP.3, which include design considerations and an assessment of traffic impact. It is not considered necessary either to amend the Proposal further, or to add a new Proposal covering development associated with watercress and salad production.

Landscaping requirements are also covered under Proposal DP.3, and the phrase "other relevant proposals of this Plan", which are referred to in criterion (iii) of Proposal C.12. It is not considered necessary to amend Proposal C.13 further.

***Change Proposed – none.***

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#### **Issue 4.30** **Proposal C.14**

##### **Representation:**

##### **Estates Practice, Hampshire County Council (1434/20)**

Support paragraph 4.37 and the Article 4 direction protecting the Upper Itchen.

***Change sought – none.***

##### **The Environment Agency (253/18)**

Proposal C.14 should be split into separate proposals for the development of recreational fisheries and fish farming. The current Proposal would be adequate for recreational fisheries, subject to addition of impact on water quality.

***Change sought – divide into two Proposals. Add impact on "water quality" to requirements.***

##### **City Council's Response to Representation**

The support is welcomed.

The Proposal limits development in the countryside to that associated with fish farms that would be defined as agriculture, and recreational fisheries. It is accepted that this could be clarified in the text. It is considered, however, that the requirements for each type of development would be the same and as set out in the Proposal. It is not considered necessary to have a separate Proposal covering each type of activity. It is, however, accepted that impact on water quality should be added to the text and Proposal.

Respondent 353 has made a number of representations on different Proposals, either seeking amendment to Proposals to support the educational role of the College, or to accord the College settlement status. This representation seeks amendment of the Proposal but it is not considered appropriate to include the needs of educational establishments in this Proposal. A new Proposal addressing the needs of further and higher educational establishments is the preferred means of addressing these needs, and this is dealt with under Issue 8.15 relating to the Town Centres, Shopping and

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation. *Change sought.*

### City Council's Response to Representation *Change Proposed*

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<p><b>Sparsholt College (353/12)</b> The Proposal should be amended to allow for developments required for education purposes. <b>Change sought</b> – amend Proposal to enable specific educational developments where warranted.</p> <p><b>New Alresford Town Council (1386/7)</b> Potential traffic from this type of development will have adverse impact on local amenities. <b>Change sought</b> – add criterion to Proposal requiring no adverse impact from increased traffic.</p>	<p>Facilities Chapter.</p> <p>It is accepted that such developments could have traffic implications, and therefore additional wording to the Proposal is proposed.</p> <p><b>Change Proposed – paragraph 4.38:</b> <del>There are different types of Fish-related enterprises</del> <u>may include fish farms and recreational fisheries.</u> Developers should demonstrate that a countryside location for the activity is essential. Normally only those <u>types of fish related enterprises</u> which can be defined as agriculture.... ....to ensure that there will be no unacceptable impact on the landscape, ecology, wildlife interest, <u>water quality</u>, or the public enjoyment of the countryside.</p> <p><b>Change Proposed – Proposal C.14:</b> ....The Local Planning Authority should be satisfied that there will be no unacceptable impact on the landscape, ecology, <u>water quality</u>, the <u>rural road network</u>, or public enjoyment of the countryside.</p>
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### Issue 4.31 Proposal C.15 / paragraph 4.39

### City Council's Response to Representation

#### Representation:

The support is welcomed.

#### **Estates Practice, Hampshire County Council (1434/21)**

Support the re-use of farm buildings and the need to take account of local landscape character for newbuild proposals. Farm diversification is dependent on the viability of holdings.  
**Change sought** – none.

Farm diversification is encouraged to support the viability of holdings, rather than being dependent on it.

#### **Southern Tourist Board (87)**

The phrase 'consistent with characteristics of the holding' in criterion (i) should be clarified, and should allow for a wide interpretation of the test, particularly to provide for high quality self-catering accommodation.

The phrase "consistent with the characteristics of the holding" in criterion (i) of the Proposal is felt to be the most appropriate terminology, as it embraces a wide variety of aspects, including the type of farm unit. It also includes consideration of its scale and location, referred to as important factors in paragraph 3.4A of PPG 7. Different aspects may be important for the consideration of proposed diversification activities. The general term "characteristics" should therefore be retained to provide the necessary flexibility. The development of holiday accommodation is specifically referred to as a possible diversification activity and is likely to be encouraged in appropriate locations. It is not considered that the word "compatible", suggested as a replacement for "consistent" by respondent 411, offers any greater clarity. It is concluded that the wording of criterion (i) is appropriate and consistent with revised PPG 7. No amendment is therefore put forward.

**Change sought** – clarify "characteristics" of holding.

The list of diversification activities reflects those included in PPG 7, although it is not intended to be exhaustive. Licensed lorry parking would not be considered an appropriate activity to add to the list in paragraph 4.39. Although it may not be an efficient use of land in settlements, lorry parking would be intrusive in the countryside, and is unlikely to meet the requirements of criterion (iii). It should not therefore be added to this Proposal.

#### **Bishops Waltham Society (212/6)**

Licensed lorry parking should be added to the list of diversification activities in paragraph 4.39, as its provision in the settlements is not a good use of employment land.  
**Change sought** – amend paragraph 4.39 to include licensed lorry parking.

It is accepted that access to sites along rural lanes may be a potential issue and should be reflected by the addition of a new criterion to the Proposal.

#### **Mr Venn (411/4)**

The Proposal is too restrictive and criterion (i) is unclear. It should be revised to encourage diversification to

#### **Change Proposed – Proposal C.15:**

*Proposals for new rural enterprises which form part of a farm diversification scheme will only be permitted where ~~they~~:*

- (i) they are consistent with the characteristics of the holding

# Winchester District Local Plan Review

## Analysis of Representations on the Deposit Plan

### CHAPTER 4: COUNTRYSIDE

#### Summary of Representation. *Change sought.*

#### City Council's Response to Representation *Change Proposed*

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<p>accord with revised PPG 7. <b>Change sought</b> – revise to encourage diversification in accordance with revised PPG 7 and re-word criterion (i).</p> <p><b>AONB Project Officer (1248/5)</b> The Proposal does not take into account the potential traffic impact on rural lanes. <b>Change sought</b> – add new criterion to cover impact on rural road network.</p>	<p>(ii) <i>and are likely to be sustainable for the foreseeable future; they re-use existing buildings wherever possible;</i></p> <p>(iii) <i>any additional traffic generated can be accommodated without harming the character of rural roads;</i></p> <p>(iv) <i>they respect the local landscape character in accordance with Proposals C.6 and/or C.7, and accord with Proposal DP.3 and other relevant proposals of this Plan.</i></p>
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#### Issue 4.32 Proposal C.16 / paragraphs 4.41 – 4.49 Re-use of rural buildings (i) Proposal requirements

#### City Council's Response to Representation The support is welcomed.

#### Representation:

**English Heritage (250/2)**  
The Proposal is supported.  
**Change sought** – none.

**Estates Practice, Hampshire County Council (1434/41)**  
Support the re-use of farm buildings and the need to take account of local landscape character for newbuild proposals.  
**Change sought** – none.

**Southern Tourist Board (87)**  
The test in criterion (iv) should be clarified and allow for changes of use to accommodate varied business activities, particularly facilities for visitors.  
**Change sought** – amend criterion (iv) to allow for a variety of developments.

**Church Commissioners (224/7)**  
Criterion (iii) should be re-worded to refer only to "important features". In criterion (iv), "is not in a remote location, and does not involve the re-location of an existing activity from a nearby town or village" should be deleted.  
**Change sought** – reword criterion (iii) and delete last part of criterion (iv).

**Kris Mitra Associates Ltd (289/3)**  
The Proposal is inconsistent with PPG 7 and should allow for the residential re-use of rural buildings.  
**Change sought** – amend Proposal to allow for residential re-use.

This Proposal only addresses the re-use of rural buildings. A new building would only be considered if required to support a diversification activity (set out in Proposal C.15), and then only if a suitable existing building was unavailable for re-use. Nevertheless any re-use of a building would similarly need to be in keeping with the locality, and maintain or enhance the local landscape character, as required by criterion (i) of the Proposal.

Respondent 304 considers that the Proposal should be more positively phrased in terms of the types of businesses that could be accommodated, particularly towards B2 and B8 uses. A number of other respondents seek a wider range of employment uses, including "sui generis" uses, and consider that the Proposal should apply to sites as well as buildings. It is recognised that PPG 7 encourages a wide range of businesses in the countryside, and therefore the Proposal should allow B1, B2 or B8 uses without the use of the term "exceptionally" for B2 and B8 uses. It is considered that there would be sufficient safeguards in the criteria to prevent inappropriate businesses being permitted. To widen the uses further, to include those such as sui generis uses, would not, however, be appropriate, as the use is not precisely defined, and could result in uses unacceptable in a rural area. Government and strategic advice is very clear that changes of use should relate to buildings and not sites. To extend a change of use to a site as well as a building would lead to significant further development which would be inappropriate in the countryside.

Respondent 470 seeks an even more flexible Proposal, allowing for the conversion of all types of buildings, including existing employment uses, and the provision of new buildings on existing employment sites. This goes beyond the aim of the Proposal, which is to find a new use for rural buildings. The respondent's requests relate more closely to the needs of existing employment sites in the countryside and these are considered further under Issue 4.33 below. It is not, however, considered appropriate to amend Proposal C.16 in the way suggested.

Respondent 224 considers that the word "important" should be added. All the features listed may be important to a site whether the feature is designated or not. It is not therefore considered appropriate to amend the criterion as suggested.

There is support for criterion (iv) from respondent 335, although it is

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### *Change sought.*

### City Council's Response to Representation

#### *Change Proposed*

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#### **Warnford Estate (304/1)**

The Proposal should be more positively phrased to accord with revised PPG 7, allowing for B2 and B8 uses. The locational requirements in criterion (iv) of the Proposal are undefined and inappropriate.

**Change sought** – amend Proposal to allow for B2 and B8 uses, and delete locational requirements in criterion (iv).

#### **Simon Milbourne (315/3)**

The Proposal is over restrictive and should allow for conversion to residential use, nursing homes and institutional uses.

**Change sought** – amend Proposal to allow for conversion to residential units and residential institutions.

#### **P Windsor-Aubrey (335/8)**

Criterion (iv) is supported but relocation should be permitted where it is of benefit to a village.

**Change sought** – amend criterion (iv) to allow relocation where beneficial to a village.

#### **Mr Venn (411/5)**

The Proposal should be consistent with PPG 7, allow for B1, B2 and B8 uses, and provide for relocation from a nearby town or village where a business is to be consolidated.

**Change sought** – amend Proposal to allow for B2 and B8 uses. Amend criterion (iv) to provide for relocation from a nearby town or village to allow business consolidation.

#### **Mr and Mrs S McCowen (470/1, 470/2, 470/3, 470/4, 470/5, 470/6, 470/7)**

The Proposal should be more flexible and revised to accord with Government advice. The text should allow for all changes of use, including those of existing employment uses, and conversion of all types of buildings. They would often be suitable for low traffic generating uses. It should also allow for provision of new buildings on existing business sites. The requirement that businesses should not re-locate from a nearby town or village is unreasonable and should be deleted.

**Change sought** – amend Proposal to allow for all changes of use, conversion of all types of buildings, and the provision

recognised that relocation of a business could be beneficial to a village. A number of respondents, however, consider that criterion (iv) is unclear, as the locational requirements are undefined. Respondent 224 and 470 consider that they should be deleted. Respondent 411 considers that relocation from a town or village should be permitted where it allows a business to be consolidated. The criterion as drafted aims to meet requirement (b) in paragraph 3.14 of PPG 7. It is recognised that the locational criteria may be difficult to apply as drafted. It is therefore concluded that the last part of the criterion should be redrafted to relate more closely to the intentions of PPG 7. It should therefore require a proposed use to demonstrate that it would not lead to a substantial dispersal of activity from any nearby settlement.

Respondent 289 considers that the Proposal is inconsistent with Government advice in not allowing for the residential re-use of buildings. Respondent 315 considers that conversion to institutional uses such as nursing homes should be allowed in addition. It is recognised that PPG 7 does allow for residential uses but only where an appropriate employment use cannot be found for a building. This issue is dealt with under Issue 4.39, which deals with conversions to residential use. It is not considered necessary to amend this Proposal, as it deals solely with employment use. It would, however, be appropriate for the text to be amended, to refer to Proposal C.23, which covers the circumstances where residential use would be permitted. It would not be acceptable for Proposal C.16 to include conversion to institutional uses, as existing large residential or institutional buildings are far more appropriate for such a use, and these are covered under Proposal C.24.

Respondent 886 considers that a new criterion should be added to limit development that would generate traffic inappropriate to the rural roads. It is accepted that the cross reference to Proposal DP.3 does not fully reflect the need to accommodate development without affecting the character of rural roads. It should therefore be added as an additional criterion.

Respondent 1387 considers that the word "settlements" in paragraph 4.42 should be clarified. It is recognised that businesses may try to relocate from outside the District. Alternative wording similar to that suggested is therefore put forward.

#### **Change Proposed – Proposal C.16:**

*The change of use/conversion of non-residential buildings in the countryside to employment-generating activities (B1, ~~and exceptionally~~ B2 or B8 uses) will be permitted if the Local Planning Authority is satisfied that:...*

*....(iv) the scale and nature of the activity can be accommodated without detriment to the visual character of the locality, is not in a remote location, ~~and does not involve the relocation of an existing activity from~~ and will not harm the vitality of an existing or proposed employment site in a nearby town or village; ...*

*....(vi) the type of traffic generated can be accommodated without harming the character of rural roads;...*

#### **Change Proposed – paragraph 4.42:**

*...provided that they ~~are~~ do not involve the substantial dispersal of employment from ~~existing businesses relocated from settlements~~*

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**CHAPTER 4: COUNTRYSIDE**

**Summary of Representation.**  
***Change sought.***

**City Council's Response to Representation**  
***Change Proposed***

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*of new buildings. Delete requirement that businesses should not relocate from a nearby town or village.*

**Mr Arturi (476/2), J Brewer (479/5), Humphrey Farms Ltd (499/3), I King (502/1), Nations Farm Ltd (512/3), F G Stephens & Sons (539/5)**

The Proposal should allow for a wider range of development, including sui generis uses. It should apply to sites as well as buildings.

***Change sought*** – amend Proposal and text to allow for other uses and re-use of sites as well as buildings.

**A J Archard (886/2) (former Councillor)**

The Proposal should be strengthened to limit development that would generate traffic inappropriate for country lanes.

***Change sought*** – amend criterion (vi) to limit traffic on country lanes.

**Winchester and Havant District CPRE (1387/8)**

The word "settlements" in paragraph 4.42 needs clarification.

***Change sought*** – change "settlements" in paragraph 4.42 to "urban or suburban areas or rural settlements".

*nearby towns, villages or other urban areas.*

***Change Proposed – paragraph 4.47:***

*Conversion of Large buildings and those in remote locations will not be appropriate are unlikely to be suitable for conversion. Developers should will need to demonstrate that their proposal does not cause harm to existing or proposed employment sites cannot be accommodated in a nearby town or village, and that it would not result in the relocation or dispersed expansion of an existing business currently located in a town or village....*

***Change Proposed – new paragraph:***

Add new paragraph after existing paragraph 4.49.

*Proposals for changes of use or conversion of buildings to residential use will only be accepted where they meet the requirements of Proposal C.23.*

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

Summary of Representation.  
*Change sought.*

City Council's Response to Representation  
*Change Proposed*

**Issue 4.33**  
**Proposal C.16**  
**(ii) Expansion/redevelopment of rural businesses**

**Representation:**

**Hydro Agri UK Ltd (259/1)**

The Proposal should be amended to allow for the redevelopment of existing employment sites in the countryside, which is consistent with Government guidance in PPGs 4, 7 and 12.

**Change sought** – amend Proposal to allow for the redevelopment of employment sites (with consequential changes to paragraph 7.21 in the Employment Chapter).

**Warnford Estate (304/1)**

The Proposal should allow for the redevelopment or expansion of employment uses in the countryside.

**Change sought** – amend Proposal to allow for expansion and redevelopment of employment uses in the countryside.

**Mr and Mrs S McCowen (470/1, 470/2, 470/3, 470/4, 470/5, 470/6, 470/7)**

The Proposal should provide for new and extended buildings.

**Change sought** – amend Proposal to allow for expansion of buildings on sites.

**Mr J Brewer (479/5), Humphrey Farms Ltd (499/3), Nations Farm Ltd (512/3), F G Stephens & Sons (539/5)**

The Proposal should provide for redevelopment in addition to changes of use and conversions.

**Change sought** – amend Proposal to allow for redevelopment as well as conversion of employment uses in the countryside.

**G Humphrey (1133)**

The Proposal should allow converted buildings to be replaced when they have reached the end of their useful life.

**Change sought** – amend Proposal to allow for replacement of old converted buildings.

**City Council's Response to Representation**

It is recognised that a number of business uses exist in the countryside, and that from time to time these businesses will have needs either to replace buildings or to add additional buildings within their sites. Several respondents seek amendments to Proposal C.16 to allow this, and respondent 1133 seeks an amendment to allow the replacement of buildings already converted to employment use.

These issues were considered in the Deposit Plan, and as a result paragraph 7.22 was included in the Employment Chapter. This allows for the replacement of buildings on established employment sites, in exceptional circumstances, where a need can be demonstrated. It seeks environmental benefits and a more efficient use of the land without materially increasing the amount of built development on the site.

Government advice in PPG 7 gives emphasis to the need to concentrate employment opportunities in sustainable locations in rural areas, mainly within villages and country towns. It does, however, recognise that a number of businesses operate in the countryside, and that local plans should allow for reasonable expansion needs.

It is recognised that most adjoining authorities include policies allowing for the limited replacement or addition of buildings on established employment sites. The inclusion of a specific Proposal would be more in accordance with the spirit of PPG 7, subject to satisfactory controls over the amount of built development, the traffic generated and the protection of the countryside environment. Additional text and a new Proposal is therefore set out below. It is proposed that, to reflect this change, the phrase "in exceptional circumstances" should be deleted from paragraph 7.22 of the Employment Chapter, as each development proposal must justify a need for the development. It would also have to refer to the new Proposal, rather than the criteria of Proposal C.16, as it does at present.

Care would need to be taken in the consideration of replacement buildings for businesses in converted buildings. It is a requirement of Proposal C.16 that the building should be of permanent and sound construction, to allow conversion in the first place, and that substantial rebuilding should not be necessary to achieve this. It is therefore concluded that replacement or expansion of such buildings should only be permitted where the building can be demonstrated to be beyond its useful life, and it is in an appropriate location for long-term business use.

**Change Proposed – new section title and paragraphs:**

Add new title and paragraphs following paragraph 4.49.

**Existing established businesses**

**Although businesses should generally rely on buildings within the settlements or the reuse of rural buildings, the Local Planning Authority recognises that a number of established businesses exist outside the settlements. These businesses may from time to time need additional space for their operational needs, or replacement buildings. Any development of this nature needs to ensure that it is not harmful to the surrounding countryside in terms of increased**

# Winchester District Local Plan Review

## Analysis of Representations on the Deposit Plan

### CHAPTER 4: COUNTRYSIDE

Summary of Representation.  
Change sought.

City Council's Response to Representation  
Change Proposed

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activity or traffic generation.

The reasonable expansion of firms established in the countryside will be considered where it is needed to support the efficient operation of the business, cannot be located in a nearby settlement, and can be accommodated without harm to the surrounding countryside and adjacent uses. Any additional floorspace provided should not materially increase the level of business activity in terms of the amount of employment and traffic generation. Applicants should submit a comprehensive plan for the site showing how environmental benefits are to be achieved, and information on current and proposed employment and traffic levels.

Redevelopment of B1, B2 and B8 business uses will be considered where the current buildings have outworn their useful life, and significant environmental benefits would be achieved by replacing the existing buildings. The scale of the buildings should be appropriate to their countryside location, and the site should be designed to reflect local distinctiveness and landscape character. Alternative B1, B2 or B8 uses may be appropriate, provided the proposed use is suitable for a countryside location. The replacement building(s) should achieve a more efficient use of the site, and the area covered by buildings or hard surfaced areas should not exceed that existing on the site.

Not all established firms are, however, appropriately located, and some may cause harm to adjoining occupiers or the local environment if an employment use continued on the site. The replacement or expansion of such businesses will not be permitted.

In addition to established firms, some businesses currently operating in converted rural buildings may not be appropriately located for continued business use. Where buildings reach the end of their useful life, the local planning authority will assess whether the site's location is suitable for continued business use. Suitable sites should be close to settlements (defined in Proposals H.2 and H.3) and the main transport network, including public transport routes. Replacement buildings will only be permitted where the site is in a suitable and sustainable location. The length of time the building has been operating as a business use since the initial conversion will also be taken into account.

**Change Proposed – new Proposal:**

Add new Proposal after new paragraphs above.

Within existing employment sites in the countryside (Use Classes B1, B2 and B8), the extension or replacement of existing buildings will be permitted where:

- (i) the site is close to an existing settlement and main transport networks (including public transport), and not in a location where continued employment use would be harmful to the local environment or neighbouring uses;
- (ii) there will be no increase in floorspace or built development resulting in increased employment or traffic levels;
- (iii) the scale and design of the proposed buildings and the site achieves substantial environmental benefits that reflect local distinctiveness and the character of the surrounding countryside, in accordance with Proposals DP.3, C.6 and C.7.

Applicants should submit a comprehensive plan justifying their

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

**Summary of Representation.**  
**Change sought.**

**City Council's Response to Representation**  
**Change Proposed**

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*requirements, demonstrating how the proposed development meets the above criteria, and how the natural features of the site are to be managed.*

*Proposals for extensions to existing buildings, or additional new buildings will be required to demonstrate an overriding operational need for the additional floorspace.*

*Proposals for redevelopment of business uses will be required to demonstrate that:*

- (i) the buildings have outworn their useful life;*
  - (ii) the proposed buildings achieve a more efficient use of the site.*
- 

### **Issue 4.34** **Proposal C.17**

**Representation:**

#### **Estates Practice, Hampshire County Council (1434/22)**

The Proposal appears to conform to current PPG advice.

**Change sought – none.**

#### **Holmes & Sons (287/9)**

The Proposal should include the caveat "except where land is allocated within this Local Plan".

**Change sought – amend Proposal as requested.**

#### **I White (349/7)**

The Proposal is meaningless if the Winchester City North Proposal remains in the Plan.

**Change sought – delete Winchester City (North) Proposal from the Plan.**

#### **Cala Homes (South) Ltd (468/16/17)**

The Proposal should not apply to land at Barton Farm on Inset Map 45, as it is within the area of the reserve MDA at Winchester City (North).

**Change sought – delete countryside designation at Winchester City (North).**

#### **D Veneuam (956/1)**

Land at Wardle Road, Highbridge, should not be subject to a countryside designation, as it is suitable for housing family members.

**Change sought – delete countryside designation and allow housing on specific site.**

#### **A Spencer (1209/1)**

### **City Council's Response to Representation**

The support for the Proposal is welcomed.

It is not considered appropriate to include the caveat suggested by respondent 287, as there are no allocations of land within areas designated as countryside.

The Local Plan has to meet the development requirements of the County Structure Plan Review, and therefore it has to provide for a reserve MDA at Winchester City (North). A site has now been identified, but the area will remain subject to countryside policies unless the strategic authorities decide that the land is needed to meet housing requirements. This is the appropriate designation for the area as there is no certainty that an MDA will be confirmed in this location.

The local planning authority has to define land suitable for meeting housing needs. The Local Plan provides for these needs within the existing settlements and the provision of an MDA West of Waterlooville. Outside these defined areas, housing development is subject to strict control as the land is designated as countryside. It would not therefore be appropriate to provide housing on the site suggested by respondent 956, as housing for family members would not come within the special circumstances where housing is allowed in such areas.

The defined development frontages of Durley take account of the need to retain the character of the village, which is one of areas of frontage development separated by areas of countryside. There is no need to extend the development frontages defined in the current Local Plan, as it has been concluded that the Local Plan Review's housing requirements can be met without extending the defined policy boundaries or development frontages of the settlements. Housing for local needs could be met through an exception scheme if a local need can be demonstrated, and a suitable site can be found. This would be through the operation of Proposal H.6, which is already allowed for within Proposal C.17. No amendment is therefore put forward.

**Change Proposed – none.**



# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### **Summary of Representation.** ***Change sought.***

### **City Council's Response to Representation** ***Change Proposed***

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Durley should include small areas of additional development, extending into areas currently designated as countryside.

***Change sought*** – delete countryside designation in small areas to allow smaller areas of housing and housing for local needs.

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### **Issue 4.35** **Proposal C.17**

#### **Representation:**

#### **Kris Mitra Associates Ltd (289/5)**

The Proposal should include Proposal C.16 within the special defined circumstances.

***Change sought*** – add C.16 to the special circumstances listed.

#### **Simon Milbourne (315/4)**

The Proposal is too restrictive as it should allow for infilling in small groups of houses.

***Change sought*** – amend to allow for infilling in small groups of houses.

#### **Sparsholt College (353/13)**

Sparsholt College may at times have essential requirements which appear to conflict with countryside policy. For example, the College is in the countryside yet has over 270 staff.

***Change sought*** – amend to allow for residential accommodation for exceptional needs, or accord College settlement status.

#### **E Fitzgerald (972/1)**

The Proposal should be amended to allow the Local Planning Authority to consider housing or other appropriate development where there are long-term problems caused by noxious uses in the countryside.

***Change sought*** – amend text and Proposal to allow for replacement of noxious uses in the countryside with other uses such as housing.

#### **City Council's Response to Representation**

Issue 4.32 puts forward a change to Proposal C.16 to reflect the only circumstances where residential conversions would be permitted. Circumstances are expected to be rare as employment use is still the preferred use, and therefore it is not considered appropriate to amend this Proposal to refer to this.

In the Local Plan Review process, the definition of settlement policy boundaries and defined development frontages has taken into account the character of existing development. It has therefore been concluded that groups of dwellings outside those defined areas are not appropriate for further housing development, and they therefore should remain subject to countryside proposals.

Respondent 353's representation is one of a number made by the College. This requests amendment of the Proposal to allow for the exceptional needs of the College for residential accommodation, or alternatively to accord the College settlement status. It is not considered appropriate to amend this Proposal to allow for any specialist needs, such as additional College accommodation. It has been concluded that the issues relating to the College would be most appropriately addressed in the Town Centres, Shopping and Facilities Chapter, and are dealt with under Issue 8.15.

Proposals DP.13 and DP.14 control the future location of noxious uses, and require amelioration of any polluting effects to protect the environment. Where there are current problems of such uses in the countryside, they are frequently in remote locations and therefore unlikely to be suitable for housing developments. Where there are known problems, the local authority uses its powers and opportunities to ameliorate polluting effects, and improve the local environment.

***Change Proposed*** – none.

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### **Issue 4.36** **Proposal C.18**

#### **Representation:**

#### **City Council's Response to Representation**

Horticulture is already included within the definition of agriculture set out in PPG 7. The PPG requires evidence that there is no other suitable accommodation available in the area. What may be defined

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### **Summary of Representation.** ***Change sought.***

### **City Council's Response to Representation** ***Change Proposed***

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**Mr Venn (411/6)**  
The Proposal should include those working in horticulture, and criterion (iv) should qualify "near".  
***Change sought*** – amend text to include horticultural workers, and amend criterion (iv) of Proposal.

as "suitable" will vary with the requirements of the holding. It is therefore not considered appropriate to amend the text further.

***Change Proposed*** – none.

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### **Issue 4.37** **Proposal C.19**

#### **Representation:**

**Simon Milbourne (315/5)**  
The Proposal is over-restrictive and should allow for conversion of buildings to residential use.  
***Change sought*** – amend Proposal to allow conversion of suitable buildings.

**Mr Venn (411/7)**  
The Proposal should include those working in horticulture, and the reference to the productivity of the holding in criterion (v) has little relevance to the size of the dwelling.  
***Change sought*** – amend text to include horticultural workers, and amend criterion (v) of Proposal to delete reference to productivity.

**AONB Project Officer (1248/6)**  
Paragraph 4.62 should be moved to the section of the Chapter before "Removal of Occupancy Conditions".  
***Change sought*** – transfer paragraph 4.62 to this section.

#### **City Council's Response to Representation**

The Proposal already allows for the conversion of existing buildings where a need for residential accommodation is demonstrated, and, as set out in paragraph 4.37, this is the preferred option where suitable buildings are available.

Horticulture is already included within the definition of agriculture, and therefore no amendment is needed to reflect this. The productivity of the holding is relevant to the size of the dwelling that the unit can support financially and PPG 7 confirms that the financial test should provide evidence of the size of dwelling the unit can sustain. The wording of this criterion is almost the same as the WDLP, and the WDLP Local Plan Inquiry Inspector concluded that was soundly based and appropriately worded. No amendment is therefore proposed.

Paragraph 4.62 is located correctly within the section on Removal of Occupancy Conditions. Whilst many of these details would be needed to support an application for an agricultural dwelling, and these are already set out in the Proposal and text, applications for the removal of occupancy conditions have to be scrutinised particularly carefully. This is because, if permitted, it would mean the loss of an agricultural dwelling to the dwelling stock held within the area. No amendment is considered necessary.

***Change Proposed*** – none.

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### **Issue 4.38** **Proposal C.22/ paragraphs 4.65** **– 4.71**

#### **Representation:**

**Mr Venn (411/7)**  
Criterion (i) does not provide for changes that result in improvements, and criterion (ii) does not provide for small houses of more than 1 or 2 bedrooms.  
***Change sought*** – revise criterion (i) and delete reference to 1 or 2 bedrooms in criterion 2.

**R P Hill (226/1)**

#### **City Council's Response to Representation**

Respondent 226 considers that paragraph 4.67 could be clarified that the residential use has been abandoned. It is considered that the circumstances where a residential use no longer exists are already covered in the last sentence of the paragraph and therefore no further clarification is required.

The Local Planning Authority does not have the power to resist the replacement of sound dwellings. The reasons owners wish to replace dwellings are varied, and may not be directly related to the condition of the building. No amendment to the wording of paragraph 4.68 is therefore proposed.

Respondent 411 considers that criterion (i) should be amended to allow for changes that result in improvements. It is considered that the criterion as drafted allows for this, and no amendment is

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

### Summary of Representation.

#### *Change sought.*

### City Council's Response to Representation

#### *Change Proposed*

Paragraph 4.67 should clarify the intention that where the use has been abandoned, permission will not be granted for replacement dwellings.  
**Change sought** – amend paragraph 4.67.

#### **C I Ward (366/1)**

The numeric limit on extensions to small dwellings is unjustified and should be deleted from paragraph 4.70.

**Change sought** – delete numeric limit on extension to small dwellings.

#### **A Bristow (480/1), Mr and Mrs Clarke (486/1)**

The Proposal is socially unjust and would not retain a stock of affordable dwellings. It would be preferable to allocate land for affordable housing in suitable settlements.

**Change sought** – delete paragraph 4.70 and criterion (i) of Proposal.

#### **R Tutton (1360/4)**

The aim of the Proposal needs to be re-examined, as the term "local needs" is too vague.

**Change sought** – delete criterion (ii) of Proposal.

#### **R Bayley (1379/4) (Councillor)**

The Proposal should be deleted as the restriction on extending small dwellings is unreasonable and would not lower house prices.

**Change sought** – delete criterion (ii) of Proposal.

#### **CPRE Winchester and Havant District Group (1387/11)**

The wording of paragraph 4.68 should not encourage sound buildings to be replaced, if they are re-usable.

**Change sought** – substitute "minor alteration" for "replacement" in line 5.

proposed.

Several respondents have commented on the size requirements of the Proposal, referred to in criterion (ii). Although respondents 480 and 486 have requested the deletion of criterion (i), the remainder of their representation is concerned with size and affordability. It is therefore assumed that they intended to refer to criterion (ii). This requirement is amplified mainly in paragraphs 4.66 and 4.70.

One respondent considers that the phrase "to meet local needs" in paragraph 4.66 is unclear. The need to retain a stock of small dwellings in the countryside is primarily to ensure that a range of sizes and types of dwellings are available. Smaller dwellings will command a lower selling price relative to larger dwellings and therefore a higher proportion of local people would find them within their level of affordability. There is also known to be a continuing reduction in the size of households, and an ongoing supply of smaller dwellings would ensure dwellings were available to meet their needs. It is important that a range of dwelling sizes and types are retained in the countryside for this reason. Careful control is important, as proposals to extend and replace dwellings tend to increase their size. The WDLP Local Plan Inquiry Inspector supported the view that the size criterion was important to retain a continuing supply of a range of dwellings in the countryside. It is, however, accepted that the wording of paragraph 4.66 could be clarified, and a change is proposed.

Several respondents consider that the 25% limit on the replacement or extension of small dwellings, or the whole of paragraph 4.70 should be deleted. This paragraph explains how the increase in size is to be controlled and this is particularly important with small dwellings. A larger increase would generally result in a dwelling that is significantly larger than the original dwelling, which would be contrary to Policy H10 in the HCSPR. The size limit is included in the text of the adopted Local Plan, and the WDLP Inquiry Inspector supported the view that affordability related to size. He therefore recommended no change to text referring to the 25% limit on the increased floorspace of small dwellings (less than 120m<sup>2</sup>). No further change is therefore proposed.

A number of respondents have either requested the deletion of criterion (ii) or the deletion of the phrase "(1 or 2 bedroom)". One respondent has requested the deletion of the entire Proposal C.22. The main arguments relate to the need for individuals to expand their properties. It is recognised that there will be family reasons for needing increased space, but this should not be at the expense of eroding the character of the countryside, or creating an imbalance in the countryside dwelling stock biased towards large dwellings. It has therefore been concluded that the Proposal and criterion (ii) should be retained as drafted.

Some respondents consider that it would be preferable to allocate land for affordable housing in suitable settlements. This is currently contrary to Government advice, and is not an approach that the Local Plan is able to use.

#### **Change Proposed – paragraph 4.66:**

*The replacement or extension of existing dwellings will be restricted to ~~retain small dwellings~~ to maintain the supply of a range of dwelling*

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

**Summary of Representation.**  
**Change sought.**

**City Council's Response to Representation**  
**Change Proposed**

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*sizes and types in the countryside. This will ensure that some small dwellings, particularly those of 1 or 2 bedrooms, that are in short supply throughout the District, are retained to meet local needs, and maintain a mix of sizes and types of dwelling. Any acceptable extension....*

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### **Issue 4.39** **Proposal C.23**

#### **Representation:**

##### **Kris Mitra Associates (289/6)**

The Proposal should allow for residential conversions of buildings in the countryside, in accordance with advice in PPG 7, through an amended Proposal C.16.

**Change sought** – amend Proposal to include C.16 as a listed exception.

##### **R L Stubbs and Clients (302/7)**

The Proposal should allow the conversion of some buildings to dwellings, in accordance with advice in PPG 7.

**Change sought** – amend Proposal to accord with PPG 7 advice.

##### **BT plc (305/3)**

There is no justification provided in terms of the need to create local employment. The Proposal should be amended to accord with advice in PPG 7, and allow for residential re-use of rural buildings.

**Change sought** – amend Proposal to accord with PPG 7 advice.

##### **Fay & Sons Ltd. (356/2)**

The Proposal is contrary to advice in PPG 7 and should allow for residential re-use in certain circumstances.

**Change sought** – amend Proposal to accord with PPG 7 advice, or amend Proposal C.16 to achieve the same aim.

##### **Nations Farm Ltd (512/4), Winchester Growers (523/1), F G Stephens & Sons (539/2)**

The Proposal should allow for residential use where it forms an integral part of a comprehensive employment scheme. circumstances.

**Change sought** – amend Proposal to allow for residential use as part of an employment conversion.

#### **City Council's Response to Representation**

It is recognised that PPG 7 does allow for conversion to residential uses but only where an appropriate employment use cannot be found for a building, and the Proposal and the related text should be amended to reflect this. It may also be appropriate, in certain circumstances, to allow a residential element as a subordinate part of business use. A change to the Proposal is therefore proposed.

Respondent 958 considers that the Proposal should be amended to allow conversion of buildings to low cost accommodation on village boundaries. This could be achieved through Proposal H.6 and the provision of an exception scheme for affordable housing. If suitable buildings exist in the right location, there is nothing to preclude such a scheme being based on conversion of an existing building. No amendment is, however, necessary to this Proposal.

#### **Change Proposed – new paragraphs:**

Add new paragraphs after existing paragraph 4.72.

*The preferred use for conversion of non-residential rural buildings will always be an employment use, as this helps to maintain economic diversity in the countryside. The City Council recognises, however, that some buildings may prove not to be suitable for employment use, either as a result of the building design, or because its location is so remote that business use would be unsustainable. Where applicants have made reasonable efforts to secure business use for the property, are able to submit a statement describing the nature of those efforts, and the building is suitable for residential use, then conversion to residential use may be the only option to secure the future of the building.*

*Conversion to residential use will only be accepted where the building is of a high quality and worthy of retention. Where residential use needs to be considered, the building should not require substantial alteration, rebuilding or extension to achieve the use, and, if a residential curtilage is created, it should be designed to respect the character of the surrounding countryside, in accordance with Proposal C.6 and/or C.7. Proposal HE.17 would, however, also apply to the re-use of historic buildings.*

#### **Change Proposed – Proposal C.23**

*The change of use of existing buildings in the countryside to residential use will not be permitted, ~~o~~ Except within the terms of Proposals C.19, C.24 or HE.17, ~~f~~ the change of use of existing non-residential buildings to residential use will not be permitted unless:*

- (i) the building is of high quality and suitable for conversion without substantial works; and*
- (ii) all reasonable efforts have been made to secure a suitable long-term business re-use of the premises in accordance with Proposal C.16; or*
- (iii) the building or its location are unsuitable for employment use.*

**Winchester District Local Plan Review**  
**Analysis of Representations on the Deposit Plan**

**CHAPTER 4: COUNTRYSIDE**

**Summary of Representation.**  
***Change sought.***

**City Council's Response to Representation**  
***Change Proposed***

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**Strutt & Parker (877/9)**

The Proposal should be amended to allow greater flexibility for residential conversion in accordance with advice in PPG 7.

***Change sought*** – amend Proposal to accord with PPG 7 advice.

**H C R Starkey (958/1)**

Buildings contiguous with village policy boundaries would be suitable for conversion to low cost accommodation.

***Change sought*** – not specified.

**Estates Practice, Hampshire County Council (1434/42)**

Support Proposal but it should allow for residential conversions in certain circumstances.

***Change sought*** – amend Proposal to allow more flexible application.

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**Issue 4.40**  
**Proposal C.24**

**Representation:**

**Itchen Valley Parish Council (286/6)**

Criterion (i) is in the current Local Plan and has been ineffective. It should be amended to prevent further development for 5 years where a change of use is permitted.

***Change sought*** – amend criterion (i) of Proposal to require 5 years before development considered.

**P Windsor-Aubrey (335/7)**

Criterion (i) of the Proposal should be strengthened.

***Change sought*** – amend criterion (i) of Proposal to require 7 years before development considered.

**P E Starkey (963/1)**

The Proposal should allow for on-site expansion for established institutions of social value, such as housing for the frail elderly.

***Change sought*** – amend Proposal to allow limited expansion of social institutions.

**City Council's Response to Representation**

It is appropriate that there should be a requirement that the development should not require additional development for it to be acceptable. There will always be exceptional circumstances where it would be reasonable to make a policy exception. It would not be acceptable to impose a 5 or 7 year time limit in which no further development should take place, as it could not be justified in policy terms. No amendment to the Proposal is therefore proposed.

Where institutions such as nursing homes occupy such buildings, Proposal H.8 and paragraph 6.80 provide the necessary flexibility for on-site expansion where a need can be demonstrated. No amendment to Proposal C.24 is therefore required.

***Change Proposed*** – none.

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**Issue 4.41**  
**Proposal C.25**

**City Council's Response to Representation**

The support is welcomed.

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

**Summary of Representation.**  
***Change sought.***

**City Council's Response to Representation**  
***Change Proposed***

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**Representation:**

***Change Proposed – none.***

**Southern Tourist Board (87/3)**

The proposal to permit, in certain circumstances, the development of staff accommodation is welcomed.

***Change sought – none.***

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**Issue 4.42**

**Proposal C.26/ paragraphs 4.76 – 4.77**

**Representation:**

**Mr and Mrs Burton and Mr and Mrs Bond (218/1)**

The Proposal should be amended to reflect the needs of travelling showpeople and fully reflect Government advice. A site should also be allocated for them.

***Change sought – amend Proposal to include needs of travelling showpeople. Allocate site for them.***

**GOSE (261/28)**

Circular 1/94 refers to 3 types of site. The Proposal does not appear to fully accord with the Circular (paragraphs 10 - 12) and PPG 12 paragraph 4.14.

***Change sought – amend Proposal to accord with Circular 1/94 and PPG 12.***

**Chief Executive's Department, Hampshire County Council (1432/2)**

The permanent site at Whiteley should be mentioned, and the Proposal should be re-drafted to distinguish between permanent and temporary sites, clarifying which criteria apply. Criterion (ii) is contrary to advice in Circular 1/94 and would severely restrict provision.

***Change sought – amend text to refer to site at Whiteley. Amend Proposal to differentiate between permanent and temporary accommodation and clarify criteria that apply to them. Amend criterion (ii) to accord with Circular 1/94 advice.***

**City Council's Response to Representation**

The representations from respondents 261 and 1432 relate to gypsy sites, and consider that a number of amendments should be made to the text and Proposal, to accord with Government advice. It is accepted that the text should be amended to set out the current statutory position on providing sites, and to distinguish between permanent, temporary and transit sites. The Proposal should clarify which criteria apply to each type of site. It is also accepted that the text should make reference to the permanent site at Whiteley. Amendments to the text and Proposal are therefore proposed.

Respondent 1432 considers that criterion (ii) should be amended to accord with Government advice and that it would restrict provision. The local planning authority considers that it is a reasonable requirement consistent with the aim of protecting the countryside from inappropriate development. The criterion exists in the Proposal in the current adopted Plan and the WDLP Inquiry Inspector concluded that the requirement was reasonable. No amendment is therefore proposed in this respect.

Respondent 218 considers that the Proposal should be amended to reflect Government advice, the needs of travelling showpeople, and that a site should be allocated for their needs. It is accepted that their needs could be clarified by creating a separate paragraph in the text. Discussions are being held with the travelling showpeople, with a view to establishing a suitable site to meet their needs, but it has not been possible to identify a location at this stage. The text of the Plan should therefore refer to the up-to-date position on the search for a suitable site, but retaining a criteria-based Proposal.

It has been concluded that sites for gypsies and travelling showpeople should still be covered in one Proposal as their requirements are similar. This was the view supported by the WDLP Inquiry Inspector in his report. It is, however, proposed that the Proposal is amended to clarify the requirements for different types of sites.

***Change Proposed – paragraph 4.76***

***The Local Planning Authority no longer has a duty to consider applications for permanent quarters for travelling showpeople and permanent or temporary sites for gypsies to provide sites for gypsies residing in or resorting to its area. Government guidance in Circular 1/94 is that local planning authorities should continue to make adequate gypsy site provision in their development plans, for both public and private sites. Sites needed may be permanent for long-term use, or for temporary or transit use. The Hampshire County Structure Plan Review requires local plans either to identify locations for sites, or set out criteria-based policies for determining planning applications. Proposal C.26 sets out the criteria against which***

# Winchester District Local Plan Review Analysis of Representations on the Deposit Plan

## CHAPTER 4: COUNTRYSIDE

**Summary of Representation.**  
**Change sought.**

**City Council's Response to Representation**  
**Change Proposed**

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~~applications will be considered.~~

**Change Proposed – new paragraphs:**

Add new paragraphs after existing paragraph 4.76.

There is currently one permanent local authority gypsy site at Whiteley, and a number of small private sites also exist. There is no known need for additional permanent provision, but the City Council is currently working with a number of adjacent authorities to provide short-stay facilities for gypsies.

Government advice on provision for travelling showpeople is set out in Circular 22/91. The City Council is currently in discussion with the travelling showpeople, with a view to identifying a suitable site.

Proposal C.26 sets out the different requirements for permanent, temporary and transit sites, and the criteria against which applications for gypsy sites and travelling showpeople will be considered.

**Change Proposed – Proposal C.26:**

The development of ~~p~~Permanent quarters for, temporary or transit sites, for gypsies or travelling showpeople, ~~or sites for gypsies~~ will only be permitted where:....

Transfer criterion (v) to the end of the criteria and re-number as criterion (vii). Insert before this criterion the phrase:

And in the case of permanent sites:

**Change Proposed – paragraph 4.77:**

Proposal C.26 reflects Government advice on travelling showpeople and gypsies, as set out in Circulars 22/91 and 1/94. These highlight their particular circumstances and needs, but also point out that ~~#~~Normal planning considerations should continue to apply when considering proposals for sites.... ....For permanent sites, it is important that sites are close enough to existing settlements to enable residents to make use of local facilities and services, particularly schools and shops. ~~On the other hand they~~ All types of site should be located so as to avoid conflicts with the settled population, particularly with respect to disturbance from equipment and business activities.

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**Issue 4.43**  
**Proposal C.27**

**Representation:**

**Southern Tourist Board (87/4)**

Support principle that development should not be "harmful to the rural character". The phrase in criterion (ii) should be clarified as its interpretation may stifle beneficial development.

**Change sought** – clarify meaning of criterion (ii) of Proposal.

**City Council's Response to Representation**

The support is welcomed.

This Proposal establishes the basic principles for all recreational and tourist facilities in the countryside, which are developed into more detailed proposals on various aspects in Chapter 9. Where appropriate, the nature of buildings that would be acceptable are set out in the more detailed proposals. Beneficial recreation and tourist facilities are encouraged in the countryside through the Plan's proposals, but this must be balanced against the aim to conserve the countryside and maintain its important assets. It is not therefore considered necessary to amplify criterion (ii).

**Change Proposed – none.**