

Draft Winchester District Local Plan Part 2
Recommended Responses to Issues Raised

DEVELOPMENT MANAGEMENT

1. A summary of all the representations on the draft Local Plan relating to the Development Management policies was presented to the Cabinet (Local Plan) Committee on 30 March 2015 – report CAB2676(LP) Appendix 5. That report contains a full summary of comments by Local Plan policy/paragraph/map. Copies of all representations are available on the Council’s web site: <http://documents.winchester.gov.uk/LPP2/Default.aspx>
2. Report CAB2676 (LP) records the various issues raised in relation to different parts of the Plan. It responds to some of these but leaves most for further consideration. This report presents all the key issues raised in relation to the Development Management section of the draft Local Plan and recommends responses on all of these, including any already subject to recommendations in CAB2676(LP).
3. Development Management policies follow the three themes of the Community Strategy and Local Plan Part 1 and this report also considers responses under these sections as outlined below:
 - Active Communities (policies DM1 – DM6)
 - Economic Prosperity (DM7 – DM13)
 - High Quality Environment (DM14 – DM34)

Consultation

4. The Consultation Report describes the process of development of policies and initial consultation leading up to the publication of Draft Local Plan Part 2 in 2014. Statutory consultees and various bodies were consulted as part of the consultation on the Draft Plan. Some responses were received from consultees raising specific points on particular policies and these are noted and discussed under the relevant policies below.
5. A number of consultees submitted general responses which covered some development management issues in brief. These included Natural England, the Environment Agency, Thames Water and Southern Water, the National Trust and the Mobile Phone Operators Organisation. Sport England submitted a lengthy response raising a number of issues relating to open space, the assessment of needs and the use of standards. This is discussed in detail in

the section considering open space matters. Historic England submitted a lengthy response on Local Plan Part 2 as a whole, including a number of comments on several development management policies relating to the environment, design and heritage. Many of these comments were supportive. The comments of Historic England are detailed under the relevant policy to which they relate.

6. No responses were received from Hampshire County Council or neighbouring local planning authorities in relation to the development management policies. A number of Parish Councils made responses, mostly in support of policies that protect the environment and design. These are detailed as relevant under discussion of the particular policies.
7. This Response Note now considers the representations received in relation to the relevant policies in Plan order. Responses are made on each issue and recommended changes are proposed where appropriate, following the discussion on each policy.

ACTIVE COMMUNITIES

Location of New Development

DM1 – Location of New Development

8. This policy received the highest number of comments, including several of support. The objections cover three main areas – need for additional land to be identified, allowance of brownfield sites outside boundaries, scope of the Settlement Boundary Review and comment on the detailed wording of DM1.
9. A number of representations were received stating that there is an under-supply of housing and a need for additional land to be released for development. These suggest the policy should allow for development adjoining settlement boundaries where there is a particular need for it.
10. The level of housing required over the Plan period has been set as part of Local Plan Part 1 and the delivery of housing and other development is monitored and reported on at least annually. The latest published Annual Monitoring Report (2014) includes information on the delivery of housing together with revised housing trajectories for the period up to 2031 and an assessment of the Council's position on five-year land supply. At the present time a 5 year supply (with 'buffer') can be demonstrated and the purpose of bringing forward the allocations set out in the LPP2 is to ensure that this

remains the case. No additional land is required at this time, beyond that proposed for allocation through Local Plan part 1 and the draft LPP2. Assessment of the annual monitoring information may trigger a review of the Plan in the future, if it is demonstrated that additional land is required.

11. A number of objections were received arguing that settlement boundaries should not restrict otherwise suitably located and sustainable development, such as brownfield sites adjoining settlements. These claim that the policy is contrary to the presumption in favour of sustainable development set out in paragraph 14 of the NPPF.
12. However, as sufficient land has been identified to accommodate development required over the Plan period, there is no need to identify additional land. Settlement boundaries are an established and widely-used means of defining where development may take place in principle, whilst protecting the integrity of the countryside from unnecessary development. This accords with the principles of sustainable development as outlined in the adopted strategy for development in the District in Policy DS1 of Local Plan Part 1 and there is no conflict with the NPPF.
13. The majority of the objections under DS1 related to the Settlement Boundary Review. Objections that referred to the methodology of the Review and the absence of a wider Review or a review of the Strategic Gaps do not relate directly to DM1. These issues have been considered by Committee on 16th September 2015 CAB2711(LP) in detail under Appendix I; 'Smaller Villages and Rural Area' in paragraphs 7 – 20 and also in relation to paragraphs 2.30 – 2.35 of Chapter Two of LPP2, at Appendix A; 'Chapters 1 & 2 Introduction and Background and Meeting Development Needs'.
14. There were some objections to the wording of DM1, suggesting there are inconsistencies between DM1 and the supporting text in relation to development outside the settlement boundaries and that it is not clear which policies will apply where.
15. DM1 lists settlements that have settlement boundaries and policy MTRA4 of LPP1 (Development in the Countryside), applies generally to development within the countryside outside of these areas. Other policies allow for development within specific circumstances; MTRA3 allows for limited infilling in particular circumstances within the settlements listed, MTRA5 considers development at specific large establishments which are named in the text, DM10 allows for essential facilities and services, DM11 considers housing for essential rural workers, DM12 equestrian development and DM13 for some leisure and recreation facilities. An additional paragraph is proposed to be

added to the explanatory text accompanying policy DM1 to make this more explicit.

16. Recommended Changes: additional text to accompany policy DM1 as discussed above and detailed in Appendix 1.

Housing

DM2 – Dwelling Sizes

17. There was one expression of support for this policy and a number of objections that raised the following issues:

- Policy is over-restrictive and not justified. When combined with new national housing standards, the result would be a very narrow window in which every 2 and 3 bed roomed property would be constructed. It is inconsistent with LPP1;
- Policy is not supported by evidence. Conflicts with background paper that underpins policy CP2 and evidence presented to Inspector. Smaller properties are not necessarily more affordable;
- Size of dwellings should reflect the area in which they will be located ie may sometimes need to be larger than specified in the policy. One objection was also received stating that higher densities should be sought to encourage non-car based modes of transport.

18. It is not considered that the policy is over-restrictive. The sizes selected reflect a generous upper limit for 2 and 3 bed roomed properties of 100sqm gross and 150sqm gross respectively and the majority of 2 and 3 bed properties are considerably below these sizes. As the supporting text to DM2 makes clear, the policy is aimed at securing an acceptable variety of sizes to meet a range of needs throughout the District at the time of planning permission being granted. The upper limit on sizes is considered necessary to ensure that dwellings are actually suitable for the intended household size being planned for in order to achieve the range of dwelling sizes and types required by Local Plan Part 1 policy CP2. DM2 provides more detailed specifications as to what the upper parameter of dwelling sizes should be for particular bedroom provision. The policy therefore refines the requirements of CP2 and there is not a contradiction between the two.

19. Smaller properties are – in general – cheaper than equivalent larger properties. It is not contended that size is the only component that affects price, however it is considered important when properties are similar in other

respects including location and situation. Smaller properties are considered to be generally relatively more affordable than equivalent larger properties of the same number of bedrooms, taken within the context of the local market conditions.

20. Policy CP14 sets out a character-led approach to densities, where the design of a scheme is considered in relation to the general character of the area. CP14 encourages higher densities on sites that have good access to facilities and public transport and proposed Policy DM15 seeks to ensure development respects local distinctiveness. Policy DM2 does provide for exceptions to the guidelines, when justified in relation to CP2.

Housing Standards

21. Since the adoption of LPP1, significant changes have been made in relation to housing standards at the national level, including the removal of 'Lifetime Homes'. A study has been undertaken of the needs and requirements for a variety of space standards to meet general and particular needs, the results of which are in the ['Standards in New Homes in Winchester District 2015'](#) As a result of this study, it is considered that there is a need and justification for particular standards to be sought in relation to space requirements.

22. In particular, it is considered necessary and justified to achieve a minimum space provision of 39 sqm gross internal area for the smallest dwellings, as these are likely to be flats where there is no scope for extensions to enlarge the dwelling. It is proposed that this be added to Policy DM2. It is also considered necessary and justified to encourage the higher level of internal space standards and that all affordable housing should be constructed to Part M4 Category 2 of the Building Regulations standards which are similar to the previous Lifetime Homes standard as referred to in LPP1. This standard should also be sought on 20% of market housing. The explanatory text of DM2 is recommended to be amended to refer to the study and the new standards required.

23. Recommended Change: Amendment to Policy DM2 and additions to supporting text as discussed above and detailed in Appendix 1.

DM3 – Small Dwellings in the Countryside

24. Two comments of support and one objection were received to this policy. The supports – including one from Olivers Battery Parish Council - are welcomed. The objection stated that the policy as worded may led to some replacement houses being built smaller than existing ones, which is unjustified.

25. It was intended that extensions would be allowed in respect of the building as existing upon adoption of the Plan, or on its construction date if that is later. An amendment to the explanatory text accompanying the Policy is proposed to make that clearer. However, there may be some properties that are built under 120 sqm that subsequently are enlarged under permitted development rights by more than 25%. Should these dwellings then be replaced, the size of any replacement dwelling would be considered in relation to the original dwelling using the definition above, for the reasons explained in the text at 6.2.13 (now 6.2.17).
26. Recommended Change: Amendment to **explanatory text of** Policy DM3 as discussed above and detailed in Appendix 1.

DM4 – Gypsies, Travellers and Travelling Showpersons

27. There were a limited number of comments on this policy, mostly objections, although there were a large number of objections to policy CC2 for a proposed site allocation at Colden Common. The consultants' report which has been commissioned to assess potential traveller sites has still to be finalised and there would need to be consultation prior to the inclusion of any traveller site allocations in the Local Plan Part 2. If the Plan were held back to await this it would be delayed by a significant period of time, with consequent delays for the adoption of other policies and site allocations. It is, therefore, proposed that any site allocations for travellers be undertaken through a separate development plan document (DPD) rather than in LPP2.
28. In addition, the Government has recently revised the Planning Policy for Traveller Sites, which sets out Government policy in relation to traveller provision. A key change is to the definition of travellers, with the result that the level of traveller pitches needed, as identified in the earlier Travellers Accommodation Assessment for Hampshire, is likely to need to be reassessed. Therefore, although it had been intended that policy DM4 would establish the pitch and plot requirements for travellers and travelling showpeople, the evidence that underpins this can no longer be relied on and needs to be updated.
29. As a result, it is proposed that all work in relation to traveller needs and site allocations should now be undertaken through a new Travellers DPD and that policy DM4 should be deleted. It is, nevertheless, important that the Local Plan is not silent on this issue and the explanatory text should be retained and amended to explain what is proposed. Policy CP5 of the Local Plan Part 1 would continue to apply and sets out criteria which would be applied in relation to site selection and planning applications.

30. Recommended Change: Delete Policy DM4 and revise the explanatory text as discussed above and detailed in Appendix 1.

Open Space/Recreation

31. Policy CP7 in LPP1 sets out standards for open space provision and a policy for protecting against loss of open space. Policies DM5 and DM6 in the draft LPP2 provide more detail on open space provision. DM5 provides protection for spaces identified as having an important amenity, biodiversity, heritage or recreational value and which are identified on the Policies Map. DM6 sets out the Council's approach to the provision of new open spaces in relation to new developments.
32. The open space policies are underpinned by the Open Space Strategy, which was published in draft alongside the LPP2 draft. Some of the comments received on DM5 and DM6 refer to the Strategy and Sport England has submitted a lengthy representation on open space, questioning the Council's methodology in relation to the assessment of open space needs and requirements – including the Opens Space Strategy.. The issues they raise in relation to the Strategy are covered in the following section and other points in relation to DM5 or DM6 as relevant.

Open Space Strategy

33. Sport England do not consider the Open Space Strategy to be a robust piece of work and advise WCC to undertaken a specific assessment of sports needs. They say that a playing pitch strategy and open space study can make reference to standards, but should only be used as benchmarking. Standards should not be used to formulate policy, and that an action plan for a playing pitch strategy should link future provision to strategic housing allocations.
34. The standards set for sports provision in CP7 were those set out in the WCC 2008 'Open Space, Sports and Recreation Study'. This document followed the guidance in the Government's Planning Policy Guidance Note 17 'Planning for Open Space, Sport and Recreation' and it's Companion Guide 'Assessing Needs and Opportunities'. It was produced in partnership with Sport England and formed part of the evidence base that was considered when policy CP7 was examined and found to be sound.
35. The Open Space Strategy identifies the provision of publically accessible open space and deficiencies therein. It therefore preforms a different role to the Open Space Study (2008) and proposed policies DM5 and DM6.

36. The 2012-13 Open Space Strategy collected data with the help of the parish councils, as stated in the introduction, and through a process of detailed site assessment and annual reviews going back to 1999. The Open Space Strategy has been considered by Local Plan Inspectors through this period and consistently found to be a robust piece of work.
37. The City Council's engagement with the Sports Council began in 1990, working towards the need to plan effectively for sport and recreation in the countryside. However there have been no recent national standards or related guidance produced. The only evidence from the 2008 Study carried forward in to the Winchester District Local Plan Part 2 'Open Space Strategy' is the new quantity and access standard.

DM5 – Protecting Open Areas

38. DM5 received a number of expressions of support and several objections. English Heritage support the policy and the reference to the benefits that spaces provide described in 6.2.24 but query the reference to heritage value needing to be recognised. This point is dealt with below. Also Compton and Shawford Parish Council have expressed support for DM5 and DM6. The National Trust has expressed support for the designation of land in the National Trust's ownership as DM5. In relation to this last point, see discussion of changes to DM5 designations, which may mean that some National Trust sites will no longer be subject to DM5 where they are outside settlement boundaries. Sport England have also raised a specific issues in relation to DM5. The issues raised by representations are as follows:
39. Sport England state that the NPPF paragraph 74 protects all open spaces and Policy DM5 should reflect this.
40. Sport England state that they do not support a standards-based policy approach.
41. The Open Space Strategy which provides the evidence base to this policy does not contain any reference to heritage or biodiversity. It remains unclear how the Open Space Strategy can provide robust evidence to support these designations in DM5.
42. The private sports facilities of Winchester College should not be included under a general policy of protecting open areas.
43. Recreational uses such as golf courses should be identified on the Policies Map and protected under DM5.

44. This policy attempts to add additional level of constraint to the countryside policies contained in the Plan.
45. There are inconsistencies in the wording used in Policy DM5 and the supporting text, regarding 'important' and 'significant'.
46. Policy DM5 should be amended to allow for appropriate development which doesn't fall under 'ancillary' and to apply to open areas which have more than one function. Amendment proposed to clarify that final part of DM5 relates to proposals for complete loss of facility.

Response:

47. The NPPF does not protect all open space. Paragraph 73 sets the bar higher than this by using the phrase 'high quality open spaces'. Local Plan Part 1 policy CP7 does, however, provide a general presumption against loss of open spaces, subject to some exceptions. The Council's Open Space Strategy consequently identifies areas of *particular importance* and in so doing removes the need for local communities to designate their own 'Local Green Spaces' (paragraph 76). For the Strategy to be robust however, the designation should only be used where the green area is demonstrably special to a local community etc..' as set out in paragraph 77 of the NPPF.
48. The types of recreational open space included in the Council's open space assessment (the Open Space Strategy) and included on the Policies Maps to be protected under policy DM5 were derived from the list in the Government's PPG17, but have been updated to reflect the unique circumstances in the Winchester District. In Winchester standards have only been set for Parks, Sports and Recreation Grounds, Equipped Children's Play Space, Informal Green Space, Accessible Natural Green Space and Allotments. The standards are set out in adopted plan policy CP7. DM6 sets out how the standards will be applied in relation to local circumstances as appropriate.
49. It is not the function of the OSS to designate heritage or wildlife sites. Heritage and wildlife evidence is set out in other documents. The OSS maps open areas which are special to the local community and hold a particular local significance, either because of their visual beauty and amenity value, their recreational value, their historic significance, their tranquillity or their wildlife richness (NPPF paragraph 77). The biodiversity box in the open space strategy schedules is only relevant if the site is a SINC or a SSSI, while the heritage box is only relevant if the site contains a Scheduled Ancient Monument. Where open areas within settlement boundaries fulfil one of these criteria, they are subject to DM5. An amendment is proposed to the text supporting DM5 to explain this more clearly.

50. Private sports grounds within the District's towns and villages have consistently been subject to protective policies in Local Plans, where they are either making a significant contribution to visual amenity and the character of the locality (saved Policy RT1), or they are important recreational areas (saved Policy RT2). It is proposed that these areas should still benefit from DM5 protection in these cases. Private sports grounds that are not generally open to the public will not count towards the supply of publically accessible open space. Amendments have been made to the Open Space Strategy, since its publication in draft to reflect this approach.
51. Within settlement boundaries, there a general presumption in favour of development applies. It is therefore necessary to identify and protect important open areas within settlement boundaries as shown through DM5. However, within the countryside only necessary development will be acceptable. Countryside policies require that the countryside should be safeguarded for the sake of its intrinsic character and importance as a natural resource. It is therefore not considered necessary to protect these areas through a DM5 designation and it is proposed that DM5 designation be removed from all such areas.
52. Golf courses are located within open countryside, outside of the settlements and therefore benefit from the protection the Local Plan affords the countryside generally. The objection in relation to additional policy constraints in the countryside will no longer apply, as it is now proposed that DM5 designations should not apply outside settlement boundaries,.
53. It is agreed there are some inconsistencies of wording and it is proposed that these are amended to read 'important'.
54. Development should remain ancillary to open space use unless there are clear benefits for the loss of a facility as a whole. A minor amendment is proposed to the last paragraph of DM5 to refer to the loss of facilities in whole *or part*.
55. Recommended Changes: Amendments to Policy DM5 and supporting text as detailed above and shown in Appendix 1. Amendments to DM5 designations on Policies Map to remove them from land outside settlement boundaries and to amend areas designated within settlements to reflect the updated assessment of open spaces.

DM6 – Open Space Provision for New Developments

56. Historic England suggest that the final sentence of paragraph 6.2.28 should be amended to read; 'natural vegetation and natural or historic features where

possible'. One other expression of support was received, providing that open spaces are in the public realm.

57. The expressions of support are welcomed and an amendment is proposed to paragraph 6.2.28 although slightly different to that proposed by Historic England.

58. Sport England object to the use of standards in the first part of the policy, but support the more flexible approach as shown in the second part of the policy. The issue of standards and their use is covered in the discussion of DM5 above.

59. A number of other representations were also received raising the following issues:

60. Policy wording should reflect that of CP7.

61. The policy should seek to achieve safe and attractive access to existing open space and improvements to such spaces.

62. Adequate amenity space is not defined.

63. Open space should remain in public use in perpetuity.

Response

64. It is not considered there is inconsistency between CP7 and DM6. CP7 sets out the standards sought in regards of various categories of open space. DM6 provides details of how this will be implemented in respect of new developments.

65. The provision of safe and attractive routes and crossing points are covered under other policies of the Plan, particularly DM16 – DM18. An amendment is proposed to the explanatory text of DM6, however, to promote the provision of suitable access to existing open space or countryside in association with the provision of on site amenity space.

66. There is not set definition of amenity space. The amount and type required will vary with the nature of the development proposed and the character of the surrounding area.

67. Open space provided by developers is normally subject to a legal requirement under s106 that it shall remain undeveloped in perpetuity.

68. Recommended Response: Amendments to Policy DM6 and supporting text as discussed above and detailed in Appendix 1.

Economic Prosperity

Town Centre Policies

DM7 – Town, District and Local Centres

69. Three representations were received on this policy, raising the following objections:

70. The policy does not adequately define ‘town centre uses’, some of which may be appropriate in locations other than identified town centres, such as corner shops.

71. The description of uses omits theatres which are sui generis.

72. The policy does not give guidance on the redevelopment of existing town centre uses that are in areas outside the identified centres.

73. Policy does not provide enough guidance for considering uses on upper floors within town centres.

Response:

74. Town centre uses follow the description in the glossary to the NPPF. However, this should not be taken to imply that developments comprising these uses will always be acceptable within all centres. An amendment is proposed to the policy and supporting text to clarify the range of uses appropriate under the policy and the circumstances under which development may be appropriate.

75. Theatres have been added to the list of uses along with other cultural and entertainment uses.

76. Policy CP6 Local Facilities and Services deals with local facilities, which includes small scale shops, leisure and entertainment facilities. CP6 promotes their development and retention subject to various criteria. Where town centre uses are of a large scale and attract large numbers of users, they would fall under the consideration of DM7. In these cases, they would either be acceptable in principle within designated town centres, or be subject to the sequential test, where they are on the edge of town centres or outside town centres. The NPPF provides guidance on how to deal with such developments, so it is not necessary to outline this in the Local Plan.

77. The use of floors above commercial uses for supporting uses, or residential use is generally encouraged by this policy. However, properties may not always be suitable for all uses, such as residential due to issues such as access, amenity and providing an acceptable standard of accommodation. It is considered appropriate that the policy refers to this.

78. Recommended Change: Amendment to Policy DM7 and additions to supporting text as discussed above and detailed in Appendix 1.

DM8 – Primary Shopping Frontage;

79. No representations were received on this policy or its supporting text. No changes are proposed from the Draft Plan.

DM9 – Secondary Shopping Frontage

80. No representations were received on this policy or its supporting text. No changes are proposed from the Draft Plan.

Rural Development

DM10 – Essential Facilities & Services in the Countryside

81. Two comments were received on this policy. Historic England (previously English Heritage) supported the policy, welcoming the reference to sense of place and one objection was received.

82. Issue Raised: DM10 should refer to policy MTRA4 (Development in the Countryside). There is confusion as to what policy approach applies within the countryside, arising from MTRA4 and DM1 (Location of New Development).

Response:

83. Policy DM1 identifies settlements that have settlement boundaries and states that development will not be allowed outside these areas in general. MTRA4 outlines the general forms of development that are allowed in the countryside. A limited number of policies have subsequently been developed for Local Plan Part 2 relating to specific forms of development that may be acceptable within the countryside. Essential facilities and services may sometimes be required in countryside locations and Policy DM10 (Essential Facilities and Services in the Countryside) has been developed for that purpose.

84. MTRA4 is the main policy for development within the countryside in general. DM10 refers to a particular set of circumstances and it is therefore not considered appropriate to refer to MTRA4 within policy DM10. However, an

amendment is proposed to the supporting text at 6.3.22 to make it clearer that MTRA4 refers to development in general, whereas the 'Rural Development' policies DM10 – DM13 refer to specific types of development within the countryside.

85. Recommended Change: Amendment to Policy DM10 and additions to supporting text as discussed above and detailed in Appendix 1.

DM11 – Housing for Essential Rural Workers

86. Historic England welcomed the reference to local distinctiveness. South Wonston Parish Council supported the occupancy restrictions in relation to equestrian development and the requirements for business justification for residential development. Four objections were received.

Issues Raised:

87. Policy goes beyond the requirements of para 55 of the NPPF by restricting development within the countryside, this is anti-growth and contrary to para 47 which seeks to increase the supply of housing.
88. The policy mirrors guidance that was in Annex PPS3, which has now been cancelled and is no longer valid. The part of the policy referring to removal of occupancy conditions does not limit the search for alternative agricultural properties to unmet need and does not consider the suitability of the existing property to meet specific local needs.
89. The last paragraph is confusing, saying that equestrian dwellings will not be permitted, but then refers to the tests within the policy for consideration of such dwellings.
90. The size limits set out do not match up with those in DM2 or DM3.
91. Properties created by this policy should have some enduring legacy of tenure to secure the use of agricultural dwellings in the long term.

Response:

92. Paragraph 55 of the NPPF refers to the need to restrict unsustainable development within the countryside. The Local Plan has a strategy for accommodating development within settlements and planned areas which has been found sound. It is not considered necessary to allow for general developments outside these areas and protection of the undeveloped nature of the countryside is considered in accordance with paragraph 55 of the NPPF and the principle of sustainable development.

93. Although PPS3 has been cancelled, the guidance considered in the Annex is considered good practice and similar policies are found in many adopted Local Plans. The suitability of existing dwellings to meet needs will form part of the consideration of any planning proposal for removal of occupancy conditions..
94. Amendments are proposed to the policy and to the following policy DM12 Equestrian Development, to clarify the circumstances in which these policies would be relevant.
95. The size limits within the policy do not need to accord with those in DM2 or DM3 as Policy DM11 is considering the particular need for an exceptional type of residential development (rural workers dwellings) rather than general market housing.
96. Dwellings for rural workers are normally subject to an in perpetuity clause as long as there remains a need for the dwelling. Removal of occupancy conditions is subject to a stringent list of criteria as outlined in the policy.

DM12 – Equestrian Development

97. One response was received stating that several forms development that may be necessary in association with equestrian businesses may cause harm to the landscape, but that the policy unreasonably prohibits them. It is suggested that the policy should instead require works to minimise impact and potentially enhance the landscape. In addition, any presumption against associated residential development should be contained within this policy rather than reference back to DM11.

Response:

98. Policy DM11 seeks to minimise harm to the surrounding landscape caused by development. Criteria iii) in the policy refers to the damage caused by isolated and scattered development. The degree of harm to the existing landscape is the most important factor in considering the merits of developments and this is expanded upon throughout the policy. For clarity, reference to these forms of development and isolated and scattered development is added to paragraph 6.3.35, where visual impact considerations are expanded on.
99. In relation to the other concern, DM11 discusses applications for residential development for rural workers in detail, which would include equestrian-related residential accommodation. It is proposed that some amendments be made to DM11 to include reference to equestrian dwellings. It is therefore unnecessary to contain similar guidance within DM12. Cross-referencing to DM11 within DM12 is useful to direct applicants to the appropriate policy.

100. Recommended Changes: Additions to the supporting text of Policy DM12 as discussed above and detailed in Appendix 1.

DM13 – Leisure and Recreation in the Countryside

101. Historic England supports the reference to historic assets within DM13. Sport England have commented that the policy should apply to all forms of recreational activity, and should be amended to permit leisure and recreational facilities in the countryside which accord with other relevant policies. Other respondents have raised the following issues:
102. The policy does not reflect the positive stance of NPPF para 28 in respect of sustainable tourism and leisure development.
103. Criteria i) should be removed, the EIA process would assess cumulative impact where necessary.
104. Concern regarding link between DM5 and DM13 in relation to National Trust land.
105. DM13 could conflict with DM7, for example hotels and sports centres.
106. Artificial lighting should not be encouraged in the countryside, conditions should be placed on developments and dark skies policy should be supported.

Response

107. The support from Historic England is welcomed. In relation to Sport England's comments; the policy is aimed at protecting the rural character of the countryside, whilst allowing for sport and recreation only where it is necessary to be located within the countryside, such as due to the nature of the activity, or the need for a large undeveloped site. It is therefore not considered appropriate that all forms of leisure and recreation will be acceptable in the countryside. Where it is necessary for facilities such as - but not exclusively - sports grounds to be located within the countryside due to a lack of available land elsewhere, this can be allowed for under Policy DM10 Essential Facilities and Services in the Countryside.
108. It is not accepted that the policy is contrary to the NPPF. The policy only allows for certain forms of development and contains criteria to limit their impact. The principle of limiting development in the countryside is considered to be in accordance with sustainable development.

109. The consideration of visual and noise impact is crucial in assessing the acceptability of proposals. Cumulative impacts are an important factor and EIA would only apply in a very limited number of situations. It is therefore proposed to retain criteria i).
110. Since the publication of the Draft Plan, the issue of open space and its classification has been examined further. As a result of this, it is now proposed that Policy DM5 will not apply outside of settlement boundaries. There would therefore not be a conflict with DM13, which only applies in countryside locations.
111. There is not considered to be a conflict between DM7 and DM13. Large scale leisure and recreation facilities that attract large numbers of people would be considered as town centre uses and would be subject to the sequential approach under DM7 in accordance with national planning guidance. The expansion of existing facilities would take account of the location within the countryside. Although that is the paramount consideration, regard would also be had to the provisions of the NPPF in respect of encouraging tourism and business development in the countryside in a sustainable way. It is not considered necessary to state this in the policy.
112. The policy makes it clear that artificial lighting will only be permitted where strictly necessary and that conditions may be imposed. It would be helpful to add that lighting will only be permitted where it is visually acceptable and an amendment is proposed to the policy to that effect. LPP2 also contains a policy DM23 which considers rural character. One of the major considerations of that policy is pollution and tranquillity, including light intrusion. Policy DM23 could therefore also be relevant in considering leisure and recreation applications under this policy.
113. Recommended Change: Addition to Policy DM13 as discussed above and detailed in Appendix 1..

High Quality Environment

Development Principles

DM14 – Masterplans for Large Landholdings

114. Historic England wrote in support of the policy. There were several objections raising the following issues:
115. The policy is contrary to NPPF para 154, being unjustified and ineffective and could place unnecessary barriers to economic development.

- The policy does not specify the special circumstances when masterplans would be required.
116. The policy does not define a 'large land holding' or what is considered 'significant development'.
117. It is unreasonable to expect small developments or developments by tenants that are part of a large landholding to be part of a masterplan.
118. Further explanation of the process for producing masterplans and how they will be implemented by the Council is required. Despite having a masterplan, the Council still identifies individual areas of Winchester College as requiring separate planning policies.
119. Response : The policy sets out the criteria where masterplans will be sought and the Council will consider with landowners when it would be beneficial to produce a masterplan. Masterplans are not considered to be a financial burden and should have benefits in terms of efficiency as well as planning benefits for the local environment. Masterplans are not expected to detail every aspect of potential development. Additions are proposed to the text to elaborate on the circumstances masterplans will be sought.
120. It is further proposed to include large development areas that are in multiple ownerships or have complex issues, where it is considered beneficial to have a masterplan that sets out the main principles of future development. This approach has proved to be an important issue in setting the parameters of the site allocations for LPP2 and is supported and promoted by Council Members. This is expected to be necessary in a limited number of situations. Amendments are proposed to the title of DM14, the policy itself and the supporting text, to make provision for these and similar situations.
121. Minor developments need not necessarily refer to a masterplan as long as they do not conflict with it to an extent that would have adverse planning outcomes for the area as a whole. Where individual proposals do not appear to comply with a masterplan, the Council will have to make a Judgement on the importance of this and whether it adversely affect the overall future development of an area.
122. A masterplan should help guide development and facilitate decision-making, however it does not negate the need to obtain planning consent. Individual areas will still be subject to normal planning policies.
123. Recommended Change: Amendment to Policy DM14 and additions to supporting text as discussed above and detailed in Appendix 1.

General Design Criteria

124. Policies DM15 - DM18 deal with various aspects relating to the design and layout of developments. These policies received various responses, including a number of supporting comments.
125. One objection was received to DM15-DM18 on the grounds that the policies were over-prescriptive and repetitious and rely on a multitude of design guidance to support them.
126. Response: the Council places a great deal of emphasis on achieving high standards of development, both in terms of design and the detailed provision of schemes. The policies DM15 - DM18 all deal with different aspects of design and development and it is important to provide guidelines on all of these elements. DM15 describes important factors in how proposals should respect the local distinctiveness of the surrounding area. DM16 outlines specific criteria that sites should achieve. DM17 details standards and impacts that all schemes should achieve. DM18 outlines considerations relating to access and parking on schemes. The policies refer to design and other guidance where appropriate, as they provide useful advice and details that can assist with the development of schemes and their consideration.

DM15 – Local Distinctiveness

127. Several expressions of support were received for this policy. Historic England welcomed the policy, particularly clauses ii and iv. However, they stated that the term heritage landscapes is not a recognised term and suggest that it is replaced with 'Historic (including designed) landscapes'. This is agreed in part, and an alteration is proposed to the policy, although it is not felt necessary to insert the description 'including designed'.
128. Historic England have also explicitly supported several parts of the text accompanying the policy. They suggest that the reference to Winchester City and Its Setting document should include its status and date. However, the Winchester City document is not Supplementary Planning Document, so the reference to it as a useful 'document' should remain. Other supporting documents listed in the text do not have their date appended, so to add it for this would be inconsistent.
129. Support has also been received from Micheldever Parish Council and two others, particularly in respect to the references to Village Design Statements.. All the expressions of support for the policy are welcomed.

130. There were two comments raising the following matters of objection:
131. The policy should not require all development to ‘conserve and enhance’, which normally applies only in conservation areas.
132. The policy should not prevent development with high levels of sustainability or innovation as per para 65 of the NPPF.
133. Respect for the important characteristics of the locality is a key design principle and it is not considered unreasonable to require that developments should not cause harm to the aspects listed in the policy. The policy seeks to ‘conserve or enhance’ which is not considered unreasonable, given that conserve is not requiring an upgrade in an area, rather no harm to the existing as a minimum.
134. The policy generally requires developments to respect the existing characteristics of local distinctiveness and developments with a high level of sustainability should seek to achieve this. There may occasionally be examples of original or unusual design that do not conform to this. In these cases, the benefits must be such so as to outweigh any harm caused. These will be rare occurrences and will be considered as exceptions to the policy. It is therefore not considered necessary to refer to such elements in the policy, particularly having regard to the existence of para 65 of the NPPF.
135. Recommended Response: Addition of ‘historic’ to DM15 as described above, and the addition of some supporting text to reflect proposed changes to DM5 designations and the adopted High Quality Places SPD.

DM16 – Site Design Criteria

136. Historic England have written in support of the policy and the accompanying text but request that criteria i) is amended to read ‘appearance, variety and any historic significance’, that an addition be made to the final sentence of 6.4.21 to read ..and historic dwellings (see Policy DM29 – Alterations to Heritage Assets)’ and state that 6.4.23 should use the word ‘conserve’ rather than ‘preserve’ as that is more consistent with the NPPF.
137. Adding a reference to historic significance is considered too specific and would imply that other factors such as biodiversity value, should also be included, adding to the length of the policy. It is considered that the existing wording of the policy ‘character, appearance and variety of the local environment’ would include historic significance where appropriate. The same applies to the suggestion regarding the addition of ‘historic dwellings’ to

paragraph 6.4.21. There are also other policies that cover historic significance such as CP20 and DM15.

138. It is agreed that the reference to 'preserve' should be changed to 'conserve' in paragraph 6.4.23 and these terms should also be added to the glossary as they have distinct meanings.
139. Four representations were received to Policy DM16 and its accompanying text that raised the following issues:
140. Policy is too generic, such restrictions would be inappropriate in certain types of development, for example, applications for existing employment sites, for new service areas, for secure compounds on an industrial estate, park and ride car parks and small scale development such as single (replacement) dwellings.
141. All new houses should be built on roads that are adopted to ensure residents have access to footways, streetlights and grit bins.
142. The final sentence of paragraph 6.22 should be put more positively and reference made to the City Council's strategies for cycling and for walking. Detailed wording is suggested.
143. Scope of "developments" in paragraph 6.4.23 is not sufficiently well & widely defined. It should include reference to any garages, cycle racks & waste recycling storage or similar areas.
144. Response:
145. Only the parts of the policy that are relevant to a particular application would be applied. It is also considered that most parts of Policy DM16 would in fact be relevant to most of the examples given.
146. The advice of the Highways Agency and Council Engineers will be sought regarding the appropriateness of proposals. Policy DM18 Access and Parking would also apply to developments.
147. Amendments are proposed to paragraph 6.22 to refer to the Council's walking and cycling strategies. Reference to the need for cycle storage is also proposed to be added into the policy. Some of the existing text is proposed to be moved to DM18 Access and Parking.
148. It is not considered necessary or practical to list all the detailed forms of development that the policy may apply to in this paragraph, however cycle

storage is proposed to be referred to within the policy and is also covered in Policy DM18 Access and Parking. Waste recycling storage is referred to in DM17.

149. Recommended Response: Alterations to Policy DM16 and supporting text as detailed above and other minor text editing and updating, as detailed in Appendix 1.

DM17 – Site Development Principles

150. The Environment Agency have expressed support for criteria iii) which requires adequate drainage and sewage disposal, as it is particularly important in the Winchester District where some villages do not have mains sewers.
151. Historic England have supported criteria ii) which refers to ecosystems services but suggest a rewording to ‘key townscape and landscape sensitivities or heritage assets characteristics’ This is agreed in part and a reference to ‘heritage assets’ is proposed to be added to the policy.
152. Three representations have been received raising the following issues:
153. Policy is too generic, such restrictions would be inappropriate in certain types of development, for example, applications for existing employment sites, for new service areas, for secure compounds on an industrial estate, park and ride car parks and small scale development such as single (replacement) dwellings.
154. All new development, if in an area where there is not mains drainage, should ensure that the drainage systems are fit for purpose
155. All applications should be assessed by team of disabled people for access and suitability.
156. Response:
157. Only the parts of the policy that are relevant to a particular application would be applied. It is also considered that most parts of Policy DM17 would in fact be relevant to most of the examples given.
158. The provision of adequate drainage is required by this policy and also under policy CP17 Flooding, Flood Risk and the Water Environment. The adequacy of drainage provision will be considered by consultees such as the

Environment Agency, water and sewage companies and Council engineers when applications are made.

159. The request for formal assessment of applications for accessibility is unfortunately not practical. The Council's building control engineers can provide advice. There are specific accessibility standards required for affordable housing, which the Council will enforce.

Broadband Provision

160. An objection was received to the plan, stating that high speed broadband provision should be required on all new developments. The provision of suitable broadband access is considered very important for both business and residents of the District. The government is encouraging the provision of high speed broadband and has intentions to bring this under the planning regime in the future. In the meantime, however, it is not considered sound that the Council could insist on high speed broadband provision as being necessary to enable developments to proceed. Despite this, the Council and Hampshire County Council are seeking to increase provision to meet the current and future needs of communities and businesses.
161. An amendment is proposed to Policy DM17, seeking the provision of high speed broadband where possible. A new paragraph is also proposed for the supporting text, explaining the benefits of such provision and directing applicants to the guide for developers that the County Council has produced.
162. Recommended Changes: Changes to Policy DM17 and supporting text as discussed above and also incorporating minor editing and updating of the text, as shown in Appendix 1.

DM18 – Access and Parking

163. Representations were received on this policy raising the following issues:
164. Reference to SPDs should be through supporting text only.
165. The Council's Residential Parking Standards need revising. Developments should be encouraged where there is no provision for private parking and where new residents sign an agreement not to own a car; also the last six words of (iv) should be deleted.

166. All new homes should have provision for at least 2 parking spaces excluding garage spaces and in addition there should be provision for off road parking for visitors.
167. DM18 needs to be specific to certain developments e.g. (i) only applies to residential development; i)-vi) only apply where new parking and access is included in the application.

Response:

168. It is proposed that Policy DM18 be revised so as to require developments to have regard to 'relevant standards'. The Residential Parking Standards SPD is already referenced in the supporting text and can be revised as required, without the need to alter Policy DM18.
169. Consideration of the characteristics of the areas and the nature and scale of the development proposed will form part of the consideration of planning proposals. This is proposed to be added to the supporting text. In some cases restricted parking levels may be appropriate.
170. The needs of cyclists and pedestrians should be considered in all scales of development in a proportionate manner and so the reference to large developments is proposed to be deleted from (iv) of the policy. Provision of cycle storage is also proposed to be added to the policy and part of the text relating to the needs of cyclists and pedestrians that was in DM16 has now been moved to DM18.Cycling and pedestrians.
171. Criteria i) of Policy DM18 now refers to parking standards in general. All the criteria would potentially be relevant to various types of development. The provisions of the policy would only be applied where relevant to the application and it is not considered necessary or helpful to refer to specific types of development within DM18.
172. Recommended Response: Changes to Policy DM18 and supporting text as discussed above and detailed in Appendix 1.

DM19 – Development and Pollution

173. The Environment Agency commented that Policy focuses on health and should include the environment. An opportunity has been missed to promote development which has positive impact on the environment. There is a need to show links with the Water Framework Directive and the need for no deterioration of water bodies. The reports required to accompany proposals should also refer to the environment as a receptor

174. Local Plan Part 2 policies relating to pollution are focussed mainly on health. Adopted local Plan Policies CP16 Biodiversity and CP17 Flooding, Flood Risk and the Water Environment consider the issues raised by the Environment Agency in relation to impacts on the environment. Policy CP17 has criteria that protect against unacceptable deterioration in water quality and quantity, including groundwater and drinking water and optimising water efficiency, covering the objectives of the Water Framework Directive. The supporting text of CP17 discusses this issue in some depth at 9.32 and 9.33. It is therefore considered that the points raised by the Environment Agency are adequately covered by the Local Plan, when taken as a whole.

175. No other comments were received on this policy.

176. Recommended Response: minor editing changes to Policy DM19 and the supporting text only, as detailed in Appendix 1.

DM20 – Development and Noise

177. One comment was received stating that development proposals adjoining cultural facilities need to ensure that any new residents will not be disturbed by noise or vibration to the extent that Council would be required to take action. Recent appeal cases are cited.

Response:

178. The requirement for noise sensitive developments to assess potential noise impacts is already included within Policy DM20 and the text at 6.4.40 (now 6.4.42) expands on this, referring to the need to consider the effects of accommodating new development in relation to the existing sound environment.

179. Recommended Response: Minor editing changes to Policy DM20 and the supporting text only, as detailed in Appendix 1.

DM21 – Contaminated Land

180. The Environment Agency have written in support of this policy and the reference to the improvement of contaminated land. The support is welcomed and no other responses have been received to this policy.

181. Recommended Response: No change to Policy DM21.

DM22 – Telecommunications, Services and Utilities

182. Historic England have written in support of criterion ii) and the second and third sentences of paragraph 6.4.51 (now 6.4.53), which refers to constraints such as archaeology, conservation areas and listed buildings. The support is welcomed.
183. The Mobile Operators Association have responded stating that the aim is to keep the environmental impact of communications infrastructure to a minimum and suggest the following new wording for criteria ii) 'If proposing development in a sensitive area, the development should not have an unacceptable effect on areas of ecological interest, areas of landscape importance, archaeological sites, conservation areas or buildings of architectural or historic interest'.
184. The Mobile Operators Association have also stated that the level of community consultation applied to any site should be proportionate to the development and appropriate for the area it is proposed in. An industry code of practice is referred to. They state that consultation may not be necessary in every case and that paragraph 6.4.49 should be removed.

Response:

185. The existing wording of criteria ii) refers to minimising the impact of developments in all areas, with particular reference to certain areas or sites of importance and is preferred.
186. An amendment is proposed to the supporting text at 6.4.49 (now 6.4.51) to refer to appropriate levels of consultation and requiring the submission of evidence of any consultations that have been undertaken.
187. An objection was received under this policy stating that all new housing should be provided with broadband at the point of sale. This issue has been covered under Policy DM17.
188. Recommended Response: Minor changes to text of DM22 as discussed above and detailed in Appendix 1.

DM23 – Rural Character

189. Historic England have written in supporting the reference to locally characteristic rural assets, sense of place and heritage assets, but potential impacts are not limited to visual impact and therefore consider that "or from the significance of heritage assets" would be better placed after "from the public realm or public rights of way".
190. Response:

This policy specifically considers effects on rural character and so the visual impacts on heritage assets and their setting is considered sufficient. There are criteria in other policies (particularly DM17 and DM25 – DM32) which specifically consider the effects on the significance of heritage assets.

191. One other response has been received commenting that this policy might prevent otherwise sustainable housing sites from being delivered. The respondent also questions the Council's approach to rights of way, stating that they can often be accommodated within development proposals, providing improvements to the rights of way.
192. The preservation of the rural character of the countryside is an important planning purpose. Consideration of rural character would form part of the consideration of the sustainability of proposals. It is considered that the general countryside is not a suitable location for housing development sites in general, an approach which is supported in the NPPF. It is therefore not considered that there is a conflict with sustainable development. The policy only refers to developments not detracting from the enjoyment of the countryside from rights of way where they are nearby to footpaths and no change is considered necessary to the policy.
193. Recommended Response: With the exception of a minor editing change to the Policy DM23 as indicated in Appendix 1, no changes are proposed to the policy or its supporting text.

DM24 – Special Trees, Important Hedgerows and Ancient Woodlands

194. Historic England have written in support of the reference to heritage value in the supporting text to this policy. This support is welcomed. No other responses were received on this policy or the accompanying text.
195. Recommended Response: No changes proposed from the Draft Plan to DM24 or the supporting text.

Heritage Policies

196. LPP1 Policy CP20 requires developments to respect heritage assets and their settings. The Draft LPP2 contains a number of policies providing further guidance on particular aspects of the historic environment in more detail. After the Draft Plan consultation, informal discussions have been held with Historic England on matters relating to heritage. Following this several amendments are proposed to the heritage policies, both as a direct result of consultation responses and as a result of further consideration of the issues.

197. Recommended Changes: Additional paragraphs are proposed for the introduction to the heritage section. These cover – a general introduction, explanation of designated and non-designated assets, introduction to the local list and explanation of the Historic Environment Record.
198. This response note now considers the representations received and changes proposed for each heritage policy in turn.

DM25 – Historic Parks and Gardens

199. Historic England wrote in support of the policy and text, but proposed that the policy should refer to the significance of the park. An amendment is proposed to Policy DM25 to take account of this. No other representations were received on this policy.
200. Recommended Response: Addition to Policy DM25 as discussed above and minor updating of text to refer to the new name of the Gardens Trust, as detailed in Appendix 1.

DM26 – Archaeology

201. Historic England have written in support of the policy and accompanying text. South Wonston Parish Council have also written in support of the policy. No other representations were received on this policy.
202. Recommended Response: A minor updating of the text is proposed and the section on the Historic Environment Record has been edited and moved to the introduction to the Heritage Policies. These changes are detailed in Appendix 1.

DM27 – Development in Conservation Areas

203. Historic England support the principle of the policy. They suggest the use of ‘conserve’ rather than ‘enhance’ as this is more consistent with national policy. Historic England also point out that the significance of a conservation area lies in its special architectural or historic interest as well as in its character and appearance. One other expression of support was received agreeing with the reference to limiting the size of extensions in the accompanying text.
204. The points raised by Historic England are recognised and it is proposed that the policy is altered to use ‘conserve’ rather than ‘enhance’ and that special architectural or historic interest is also added to the policy. It is also proposed that the supporting text be amended to reflect these changes.

205. There were several objections to this policy, raising the following issues:
206. The policy is contrary to NPPF para 131, It is not a requirement that development must be enhanced but a "desirability". 6.4.79 fails to consider extensions/alterations/demolition for non-historic buildings. There are inconsistencies between the requirements for non-historic and listed building applications.
207. Criterion d) implies that energy efficiency measures will limit impacts on character. The criterion should be re-worded to explain that measures should be carried out in such as way that does not harm the character of the building.
208. Paragraph 6.4.77 does not acknowledge the benefits of higher densities in appropriate locations.
209. Paragraph 6.4.80 does not consider changes of use.
210. Response:
The policy requires developments to preserve (now conserve) or enhance the conservation area, so is not considered to conflict with the NPPF.
Amendments are proposed to paragraph 6.4.79 (now 6.4.21), so that the policy now also considers non-historic buildings within conservation areas.
Other changes to this and other paragraphs and the policy itself are intended to provide clarity and correct any inconsistencies.
211. Amendments are proposed to criterion d) as suggested, to ensure energy efficiency measures do not cause unacceptable harm to the historic character.
212. Policy CP14 considers the issue of density and promotes higher densities in appropriate locations. An amendment is proposed to the supporting text to alert applicants to the need for sensitive consideration of densities in paragraph 6.4.75 (now 6.4.17).
213. Although paragraph 6.4.80 does not refer specifically to changes of use, the wording of the paragraph could apply to changes of use where relevant. No change is required in this respect.
214. Recommended Response: Amendments to Policy DM27 and the supporting text as discussed above and detailed in Appendix 1.

DM28 – Demolition in Conservation Areas

215. Historic England have written in support of the policy and text, but have proposed that the policy should allow for demolition where the proposed redevelopment would enhance or better reveal the significance of the conservation area in accordance with paragraph 137 of the NPPF.
216. An objection was received that echoes Historic England's comments.
217. One further response was received that states that in Winchester Town few buildings are capable of economic use. It is further stated that the local planning authority should be more pro-active on heritage matters and use repairs notices to bring properties back into use.
218. Response:
Amendments are proposed to the policy and supporting text that better reflect the requirements of the NPPF. The comments regarding Winchester Town and the Council's approach to heritage matters are noted, but do not have any implications for the policies within LPP2.
219. Recommended Response: Alterations to Policy DM28 and the supporting text as discussed above and detailed in Appendix 1.

DM29 – Alterations to Heritage Assets

220. Historic England support the policy and text. One response was received supporting paragraph's 6.4.87 emphasis on the importance of the special interest of heritage assets and their settings and the need for sensitive development. The respondent particularly referenced the area around Winchester station in this respect. Another response was received supporting the recognition of the value of front gardens expressed in paragraph 6.4.90. The expressions of support are welcomed and the comments noted.
221. Objections were received that stated that Policy DM29 applies the NPPF 133 criteria for designated assets to non-designated assets. It is suggested that this policy refer only to designated assets and a separate policy be prepared from non-designated assets.
222. Response:
Amendments are proposed to the policy and supporting text to better reflect the content of the NPPF in respect of designated and non-designated assets. References to the scale of any loss or harm caused and the significance of the heritage asset have been added. With these proposed changes, the policy can adequately cover both designated and non-designated assets.

223. Recommended Response: Changes to Policy DM29 and supporting text as discussed above and detailed in Appendix 1.

DM30 – Changes of Use of Listed Buildings

224. Historic England have written in support of the policy and supporting text. The support is welcomed.

225. One comment was received that the Council should be encouraging the use of upper floors and accommodation over the shop, with the use of council tax incentives if necessary.

226. Response:
The comment is noted. The reference to council tax incentives goes beyond the remit of LPP2. Policy DM7 encourages the use of floors above shops for residential and other purposes, subject to criteria.

227. Recommended Response: No changes are proposed to Policy DM30 or its supporting text.

DM31 – Locally Listed Heritage Assets

228. Historic England support the policy and text, but comment that the policy should also cover buildings or structures that are not currently on the list. They suggest the following addition to paragraph 4 of the policy: ‘..on the list or otherwise identified as being of local heritage significance, including through the process of determining the application, will be permitted only where....’ They further comment that the production of a local list is a priority for Winchester and the production of a SPD may delay that process.

229. Another respondent has raised the same issues as Historic England. Three further expressions of support have been received. The support for this policy is welcomed.

230. It is agreed that the policy should also make provision for situations where the heritage significance of assets is determined during the course of a planning application (or at other times) but is yet to be added to the local list. An amendment is proposed to the policy and the supporting text, although not the exact wording suggested by Historic England.

231. The comments on the SPD are noted. The exact procedure for preparing the local list has not yet been determined, including whether a SPD should be produced. The criteria for local listing are contained at Appendix D of LPP2 and the list itself should be public. It is not clear what a SPD would

therefore add to the Local Plan policy. In view of this, the references to future SPD are proposed to be removed.

232. Three objections have been received to the policy and Appendix D, raising the following points:
233. List does not include whether designated or not & hence applicable policy. Insert at top of list "Designated". Add to end of list "Non-designated".
234. In referenced Appendix D "Historic association - the example of "post-Boer War horse troughs" is neither an important figure nor event. Change example to "memorial"
235. The Council should be more proactive with the use of Article 4 directions to protect heritage assets.
236. Response:
The local list is by definition a list of locally important heritage assets. This would therefore not include designated assets such as listed buildings and scheduled ancient monuments. The suggested change is not accepted.
237. It is proposed that the list of criteria and weighting in the policy be removed as they describe how assets will be assessed for inclusion on the list, rather than providing guidance on how planning applications in relation to such assets will be considered. The criteria and weighting will continue to be included in Appendix D.
238. The Boer War is a historic event, and the point in reference to Appendix D is not accepted.
239. Article 4 directions are used only in exceptional circumstances. It is considered that the proposed policies on designated and non-designated assets provide sufficient protection within the reasonable remits of the planning process.
240. Recommended Changes: Amendments to Policy DM31 and the supporting text as discussed above and detailed in Appendix 1.

DM32 – Undesignated Rural Heritage Assets

241. Historic England have written in support of the policy and text. The support is welcomed.

242. Three responses were received to this policy, raising the following issues:
243. DM32 is too open-ended in that it does not define 'undesigned heritage assets'. The references to sub-division of buildings 'if appropriate'; and using them in a 'more suitable way' lack precision. The requirements of the policy are too onerous on buildings that do not merit any form of statutory protection, and are potentially likely to dissuade owners from investing in these buildings. The restrictive nature of the policy may conflict with the recent changes to the GDPO. Storage uses do not require presence on a site all the time, it is better to try and attract high end users to ensure maintenance and repairs. Implies that most industrial buildings are rural - also need to consider other buildings, such as mills, that are in Winchester Town.
244. Response:
The supporting text has been amended to include reference to the historic or architectural value of buildings. The text refers to possible inclusion on the local list. The supporting text expands on the appropriateness of sub-division and suitable uses of buildings. It is not considered that the policy is too onerous as it only relates to buildings or structures that have a historic or architectural value. The supporting text at paragraph 6.4.109 (now 6.4.52) explains the Council's approach to development that requires planning permission and would therefore not be covered by the GDPO.
245. The policy encourages a variety of uses that support the rural economy, which could include storage use. High end users could be acceptable depending upon the nature of the business and any alterations required to the building or structure. The historical or architectural significance of the building or structure and its future maintenance will be the main consideration in applications. The policy includes industrial buildings that may not always be in a rural location (see paragraph 6.3.105 – now 6.4.48) and an amendment is proposed to include 'industrial' within the title.
246. Recommended Response: Amendments to Policy DM32 and supporting text as discussed above and detailed in Appendix 1.

DM33 – Shopfronts

247. Historic England have written in support of the policy and text and one other expression of support has been received. No other responses were received to the policy and text. The support is welcomed.
248. Recommended Response: No change to Policy DM33, or the supporting text.

DM34 – Signage

249. One comment was received, stating that the policy should be amended to acknowledge the specific signage needs for tourist facilities and additional guidance set out in a SPD.
250. Response: Although the policy is mainly concerned with signs on shops and other businesses in commercial areas, it is considered that the policy is applicable to signs in a variety of situations. Signs in other areas and rural situations will be considered in relation to appropriate policies of the plan such as DM30 Rural Character, where permission is required.
251. The SPD on shopfronts and signs was prepared some time ago. It is recognised that it may be beneficial to update it, but there are no plans to currently do so. Some of the supporting text relating to DM3 Shopfronts has been added for this reason.
252. The reference in the policy restricting illuminated signs in conservation areas to night-time businesses is not considered reasonable as a blanket restriction. Appropriately designed signage could be acceptable. It is proposed that that part of the policy be removed.
253. Recommended Response: Minor change to Policy DM34 as discussed above and illustrated in Appendix 1.

OMMISSIONS

254. A number of representations were received requesting that several issues should be covered by LPP2. The issues raised were:
255. Thames Water stated that the plan should include a policy on water/waste water infrastructure, in relation to the provision of additional capacity where required. A suggested policy wording and supporting text was supplied.
256. The plan should allow for new park homes, which provide useful genuinely affordable housing.
257. Policy CP4 should be amended to include Extra Care Housing as a rural exception where a need is demonstrated.
258. Capacity for fast broadband should be built into every new dwelling

259. The plan should include a policy for the provision of built community facilities, to promote health and well being, particularly in view of the aging population. There should be an assessment of needs like the open space standards for this type of community provision.
260. There should be a policy on the development of businesses in rural areas, to assess impact in terms of light and sound and to provide a firm base to determine when the business has outgrown its permission.
- Response:
261. Adopted Policy CP17 Flooding, Flood Risk and the Water Environment includes the following criteria; '(development)...ensures that water supply, surface water drainage and wastewater infrastructure to service new development are provided and connect to the nearest point of adequate capacity'. It is therefore considered that this point is covered in general. Similar issues have been raised by Southern Water in relation to some site allocations and it was agreed with them that a requirement would be added in the limited number of cases where LPP2 was allocating sites with no current connection, but that CP17 would generally suffice across the area covered by the Plan.
262. The Plan does not have a policy specifically for park homes. Any applications would be considered in the light of general housing policies, particularly CP2 which seeks 'a range of community housing needs and deliver a wide choice of homes'.
263. The Council has recently undertaken a study of needs for older persons accommodation in the District '[Specialist Housing for Older People in Winchester](#)'. This concluded that there is not a requirement for a specific policy on this matter. Applications for extra care homes will be considered in accordance with general housing policies. Outside settlement boundaries, they would be considered in regard to the exception site policy CP4 Affordable Housing on Exception Sites to Meet Local Needs.
264. The issue of securing broadband provision is now proposed to be covered in Policy DM16 Site Design Criteria.
265. The Plan allows for new community facilities under adopted Policy CP6 Local Services and Facilities. LPP2 Draft Policy DM10 Essential Facilities and Services in the Countryside will allow for these in the countryside when necessary. Furthermore, an assessment of needs for built facilities was undertaken in 2013 that identified needs for new community buildings in relation to recreation. In the settlements that are to accommodate housing development in Local Plan Part 2, Parishes were asked to identify any

particular needs for new community facilities as part of the assessment of development needs. These were taken into account in the allocation of sites for development.

266. Policy DM23 Rural Character considers the effects of developments in the countryside in relation to the character of the surrounding environment. This includes consideration of light and noise, traffic movement and the tranquillity of the area. DM19 Development and Pollution and DM21 Development and Noise also consider effects on nearby residents and properties. Conditions may be imposed on planning permissions that would limit future impacts and these can be enforced. Other general noise and pollution matters may be an issue for investigation under Environmental Health Regulations.
267. Recommended Response: No additional policies or changes to the Plan are proposed in respect of the submissions on policy omissions.

SUSTAINABILITY APPRASIAL

268. The Draft LPP2 Development Management Policies were subject to a Sustainability Appraisal along with the other sections of the Draft Plan in September 2014. The Appraisal referred to some positive outcomes of the proposed policies and did not identify any mitigation or other remedial action that need to be taken.
269. The proposed Pre-Submission Development Management Policies have also now been screened as part of the Sustainability Appraisal of the Pre-Submission Local Plan Part 2. The screening found that overall the proposed changes, deletions and additions did not significantly affect the findings of the previous Sustainability Appraisal work. The majority of the changes since the publication of the Draft Local Plan in 2014 are associated with provision of improved clarity as well as reflecting updated evidence and consultation responses received. It was therefore considered that the Sustainability Appraisal of the Draft Local Plan presented in Section 5 of the overall Sustainability Report still remained valid.
270. No changes are therefore required as a result of the Sustainability Appraisal.

Summary and Conclusion

271. Minor changes are proposed to most of the 2014 Draft Local Plan Part 2 Development Management Policies as a result of consideration of responses

received and updating of the Plan. The recommended changes are discussed and proposed under each policy in turn as discussed above.

272. Appendix 1 details the proposed Pre-Submission Development Management Chapter 6 of Local Plan Part 2. The recommended changes from the Draft Local Plan Part 2 are shown within the draft Chapter.

6

DEVELOPMENT MANAGEMENT

6.1 INTRODUCTION

- 6.1.1 The Development Management policies of LPP2 provide a more detailed policy context for the consideration of development proposals, as well as setting out standards and principles against which planning applications can be assessed. Such policies will help to deliver the vision and objectives of the Local Plan and Community Strategy. The policies in LPP2 conform to their strategic equivalents in LPP1 and, in many instances, strengthen and elaborate on them to provide for their practical application by the City Council as Local Planning Authority.
- ~~6.1.2 The Winchester District Local Plan Review 2006 (WDLPR) contains a number of 'saved' policies which provide the detailed criteria used in the determination of planning applications. The Development Management policies in LPP2 will replace these, but they remain in force until replaced by the adoption of this Plan.~~
- 6.1.3 Supplementary Planning Documents (SPDs) will also be produced as part of the Winchester District Development Framework. Several have already been adopted, including several Local Area Design Statements, Neighbourhood Design Statements and Village Design Statements. There are also documents elaborating on ~~saved policies in the WDLPR~~ other topics, including residential parking standards and the provision of affordable housing (see Appendix ~~CB~~).
- 6.1.4 Other documents, produced under the previous planning system as Supplementary Planning Guidance, deal with matters such as design guidance, equestrian development, and landscape character. These topics continue to be of value and relevance and these SPDs will continue to be taken into account and may be revised as necessary, or absorbed into other documents.
- ~~6.1.5 A list of the WDLPR saved policies and the topic areas to which they relate is included at Appendix B. This also shows how each policy is proposed to be reviewed and/or replaced by the development management policies of LPP2, or where they are no longer relevant and will not be taken forward.~~
- 6.1.6 In formulating the ~~new and revised~~ Development Management policies, the Council has considered the need to develop new or additional policies in evolving areas of activity and public interest. These are grouped into the themes of the Community Strategy, in the same way as Local Plan Part 1:
- **Active Communities** – including housing location and mix, travellers, and open space protection;
 - **Prosperous Economy** – including town centre policies, rural development, leisure, and recreation;
 - **High Quality Environment** – including design and development criteria, access, environmental protection, landscape, and heritage.
- 6.1.7 The following sections deal with each of the above themes. It is important to recognise that the Local Plan Part 1 contains many policies which are relevant to development management, including those on affordable housing,

biodiversity, etc. Accordingly, the sections below need to be read in conjunction with other parts of the Development Plan and are not intended to be a comprehensive list of policies that may be used to determining planning applications.

~~When Local Plan Part 2 is adopted it will~~ forms part of the Development Plan, along with Local Plan Part 1 and the Hampshire Minerals and Waste Plan.

All the policies within the Development Plan will be taken into account in determining planning applications, along with other material considerations.

Therefore, the policies in this Plan do not list or cross-refer to other policies that may be relevant, but these nevertheless continue to apply. ~~Until the adoption of Local Plan Part 2 the 'saved' policies of the Winchester District Local Plan Review 2006 continue to form part of the Development Plan.~~

6.2 ACTIVE COMMUNITIES

6.2.1 The Local Plan Part 1 sets out a series of policies in relation to housing, local facilities and services, and open space. These deal adequately with matters such as the overall level of housing proposed (CP1), affordable housing requirements (CP3) and open space standards (CP7). It should be noted in particular that the provisions of policy CP3 (affordable housing) apply to new housing development arising from the site allocations in this Plan, even where it is not specifically referred to, and from planning applications. However some additional policies are needed, as set out below.

Location of New Development

6.2.2 The Local Plan Part 1 defines the area outside of defined settlement boundaries as ‘countryside’ in policy terms and applies policy MTRA4 to these areas. ‘Settlement boundaries’ are a key tool within the development plan and indicate where built development is, in principle, acceptable (see also paragraph 2.30). Outside these boundaries built development, especially for housing, is normally only permitted where there is a particular need for it which cannot be met within a built-up area. Policy DM1 lists those settlements within the Plan area (excluding the South Downs National Park) with settlement boundaries and these are defined on the Policies Map.

6.2.3 The Plan should be read as a whole and specific policies may be relevant for developments within countryside locations. Policy MTRA4 provides guidance for development within countryside locations, other policies apply for particular types of development e.g.; MTRA 5 (Major Commercial and Educational Establishments) DM10 (Essential Facilities and Services in the Countryside) DM11 (Housing for Essential Rural Workers) DM12 (Equestrian Development) DM13 (Leisure and Recreation in the Countryside).

Policy DM1 – Location of New Development

Development that accords with other relevant policies will be permitted within the defined boundaries of the following settlements as shown on the Policies Map:

Bishops Waltham, Colden Common, Compton Down, Denmead, Hursley, Kings Worthy, Knowle, Littleton, Micheldever, Micheldever Station, New Alresford, Old Alresford, Otterbourne, South Wonston, Southdown, Southwick, Sparsholt, Sutton Scotney, Swanmore, Waltham Chase, Whiteley, Wickham, Winchester Town

Limited infilling will also be permitted in other settlements listed under MTRA3 in the circumstances outlined in that policy.

Outside of these areas, countryside policies will apply and only development appropriate to a countryside location will be permitted, as specified in policies MTRA4, MTRA5, DM10 – DM13, etc.

Housing

- 6.2.4 The Council's Strategic Housing Market Assessment (ref) (SHMA) has identified that most new demand across the District will be for 2 and 3 bed homes. The Council's key housing priorities include maintaining a supply of housing to meet a wide range of community needs and to maximise the provision of new affordable housing throughout the District, including rural areas. Local Plan Part 1 Policy CP2 Housing Provision and Mix – which is aimed at proposals that provide more than single dwellings - requires that the majority of homes on a development should be in the form of 2 and 3 bed houses.
- 6.2.5 Since Local Plan Part 1 was adopted the Government has revised technical housing standards in a number of respects, including the introduction of optional Building Regulation requirements for access. In order to maintain the encouragement given in LPP1 to achieving adaptable accommodation to help meet a range of needs, all affordable housing should be constructed to Part M4 Category 2 of the Building Regulations standards (Accessible and Adaptable dwellings) which are similar to the previous 'Lifetime Homes' standard. The aim will be to achieve this standard in 20% of market housing, particularly on larger sites. A small number of wheelchair user dwellings as specified under Part M4 (3) may also be needed, depending on tenants' / buyers' needs, determined as part of planning applications as appropriate.
- 6.2.6 The national technical housing standards also include optional 'nationally described space standards'. For affordable housing these are consistent with the standards already applied by the Homes and Communities Agency. It is important that affordable housing provision continues to meet the nationally described space standards for the particular size and type of dwelling being proposed, as these homes are generally fully occupied (see 'Standards in New Homes in Winchester District' 2015 and Affordable Housing SPD). In market housing there is more scope for buyer choice or, in most cases, for properties to be extended or modified. However, this is not so in the case of the smallest dwellings, particularly flats, so it is appropriate to apply the minimum nationally described space standard of 39 sq.m. of gross internal floor area (gia) to market dwellings, to ensure that this level is at least provided. Policy DM2 sets out this requirement and also seeks to ensure that new 2 and 3 bed roomed dwellings, which are required by policy CP2 in order to provide flexible accommodation for small families, downsizing and newly-forming households, are not overly large.
- 6.2.7 Overly large dwellings are unlikely to meet the majority of housing needs and may lead to internal subdivision to create additional bedrooms, meaning that the dwelling is not assisting in fulfilling the identified need as required under the housing mix policy CP2. In addition, smaller houses are likely to prove more affordable to greater numbers of people than larger houses with an identical number of bedrooms. The Winchester District is characterised by higher than average house prices and so this difference in price caused by size alone, in addition to the differences caused by number of bedrooms, is

important in terms of providing greater access to a range of housing for a larger number of people.

- 6.2.8 It is recognised that houses may change following construction and this policy is not intended to prevent the normal use of permitted development rights, which may involve the construction of additional bedrooms in due course. The policy does aim, however, to ensure the greatest number of dwellings are initially built in accordance with the housing mix required by CP2 and this policy. On larger developments this policy will help ensure that a wide range of dwelling types and sizes are available upon construction (see also paragraphs 6.2.5 - 6.2.6 above).
- 6.2.9 The maximum sizes specified reflect the general size of housing in the Winchester District and are not overly restrictive, being in the upper range for housing of the particular bedspaces provided. The maximum levels specified are generous enough to allow for flexibility in layout and are intended to apply to a wide variety of dwellings including flats and 3 storey houses. The use of external dwelling sizes is intended to make measurement as simple as possible and to provide transparency for developers and future occupiers.
- 6.2.10 CP2 identifies the provision of 2 and 3 bedroomed family housing as a particular need for the District, this policy therefore limits the imposition of size maximums to these dwellings only, in order to achieve appropriate housing mix for new developments. There is generally less of an issue with overly small dwellings and it is expected that proposed changes to the Building Regulations will be sufficient to ensure that acceptable internal sizes are achieved but the policy sets minimum standards as necessary, as explained at paragraph 6.2.6 above.

Policy DM2 – Dwelling Sizes

In order to provide for a suitable mix of housing, in accordance with policy CP2, all new dwellings constructed in the District should exceed a minimum gross internal floor area of 39 sq.m and affordable dwellings should meet the relevant ‘nationally described space standards’ in full.

In addition, two-bedroomed housing should not generally exceed 100 sq.m. when first constructed, and three-bedroomed housing 150 sq.m. when first constructed. Proposals that provide for dwellings bigger than the maximum sizes above will be expected to justify the excess in relation to the requirements of policy CP2. Maximum dwelling sizes relate to the gross external floor area of the dwelling as permitted, including attached buildings (conservatories, porches, garages, etc). Detached garages and other outbuildings are not counted.

- 6.2.11 Permitted development rights generally allow for a reasonable extension to be made to a property, often at ground and roof level. It is therefore reasonable that any further extensions should be subject to consideration by the local

planning authority. In Winchester District, the availability of smaller-scale dwellings in countryside locations is an area of concern. Policy DM3 is aimed at retaining the existing stock of smaller dwellings where possible, whilst allowing for some degree of enlargement of the dwellings.

- 6.2.12 The SHMA refers to the presence of a high proportion of larger detached houses within the rural area, when compared to the District as a whole. There is a particular bias towards houses with 4 or more bedrooms and ~~The SHMA identifies~~ a correspondingly lower percentage of smaller (1-3 bedroom) properties. Particularly in the countryside, where new housing is generally inappropriate, the loss of smaller dwellings is difficult to rectify. There is a need to retain the limited existing stock of smaller dwellings that do exist in the countryside and it is therefore important to apply policies to achieve this.
- 6.2.13 As stated in the SHMA, new housing only adds about 1% to the housing stock each year, so the vast majority of housing in the District consists of existing dwellings, ~~and~~ the opportunities for achieving a greater housing mix are more limited in the countryside as larger developments, which provide the best opportunities for achieving a mix of dwellings as sought under CP2, are unlikely to be permitted. Small dwellings that are extended disproportionately, or replaced by larger dwellings, are unlikely to be replaced readily, or within the vicinity. It is therefore considered important that small dwellings be retained wherever possible, in order to maximise the variety in the housing stock.
- 6.2.14 The retention of smaller dwellings also has an effect on the provision of more affordable housing in the District. Average house prices in the Winchester District are significantly above the average for the country and for the South East as a whole. Smaller dwellings will, by their very nature, attract a lesser value than would a similarly located larger property. Therefore the retention of smaller dwellings is seen as an important component of maintaining a supply of relatively affordable dwellings. In this context 'affordable' is defined as being relative to the market price that may be achieved on an unfettered development, rather than as referred to in policies CP3 and CP4.
- 6.2.15 It is recognised that the smaller dwellings subject to this policy may not be affordable for all persons in housing need and may still have an above average market price. However, this is to be viewed in the context of the average house prices in the local area and the fact that a smaller dwelling may be, to some extent, relatively affordable.
- 6.2.16 This policy applies to dwellings that were up to 120 sq.m. gross floorspace, on the date that this Plan was adopted, or when originally constructed, whichever is the later. The 25% increase is an absolute increase in gross floorspace, applied to the size of the dwelling as originally constructed or on adoption of this Plan (whichever is later), irrespective of any subsequent additions or permitted development rights that may pertain to the property. In some instances, this may mean that no further extensions above permitted development allowances will be permitted under this policy. In order to achieve the aim of retaining smaller dwellings in the countryside, the Council will not generally permit further extensions once the 25% limit has been reached. Some permitted development rights may need to be removed to

achieve this aim and a planning condition to achieve this may be needed in some cases.

- 6.2.17 When calculating the size of dwellings, buildings should be measured externally. Outbuildings and detached garages will not be included in the calculation, although integral garages and other buildings originally attached to the dwelling and forming part of the useable living space will. Any roofspaces that form habitable rooms will comprise part of this calculation. If the original size of the dwelling cannot be confirmed, the planning authority will make a judgement based on the best evidence available at the time of an application.
- 6.2.18 In addition to the requirements of this policy, proposals should have regard to other relevant policies of the Plan. Issues of landscape character and visual impact are of particular importance in the countryside, see policy DM23.

Policy DM3 – Small Dwellings in the Countryside

The extension and replacement of existing smaller dwellings in the countryside will be limited so as to retain the stock of such dwellings within the District.

Dwellings with gross external floorspace of up to 120 sq.m. on the date of the adoption of this Plan, or as originally constructed – whichever is the later - will be permitted to extend by up to 25% of their original size This also applies to any replacement of such dwellings.

The Planning Authority will consider restricting permitted development rights in order to prevent further extensions which would exceed this provision. Proposals will be expected to comply with other relevant policies of this Plan.

Travellers Accommodation

~~Policy DM4 – Gypsies, Travellers and Travelling Showpersons~~

~~**Planning permission will be granted for pitches to meet identified traveller needs of about 33 gypsy/traveller pitches and 11 travelling showpeople's pitches over the Plan period, subject to the criteria outlined in policy CP5.**~~

~~**Sites will be identified in the Gypsy and Traveller Site Allocations DPD and consent granted as necessary to meet this need, including a specific allocation for approximately 8 pitches at land adjoining Ashbrook Stables, Golden Common (Policy CC2).**~~

~~**Proposals for transit sites will be considered on an individual basis, following the criteria of CP5.**~~

- 6.2.19 The 2013 [Travellers Accommodation Assessment for Hampshire](#) identified a need across that part of the District outside the South Downs National Park for

26 gypsy/traveller pitches from 2012 - 2027 and about 9 travelling showpeople's pitches in the same period. ~~Projecting this forward to the end of the Local Plan period (2031) would give a need of about 33 gypsy/traveller pitches and 11 travelling showpeople's pitches (44 in total).~~ However, since that Assessment was produced the Government's policy, contained in the Planning Policy for Traveller Sites, has been revised and the assessment of pitch needs will require updating. In order to avoid delaying this Local Plan, a separate development plan document is proposed to address needs for and allocation of traveller sites – the Gypsy and Traveller Site Allocations Development Plan Document.

~~6.2.20 Work on site assessment within the larger settlements has identified a site at Golden Common which is suitable for allocation as a traveller site. The City Council has also, jointly with East Hampshire District Council and the South Downs National Park Authority, commissioned consultants to assess other potential sites for traveller accommodation. The results of this assessment will be subject to consultation and taken into account in producing the Gypsy and Traveller Site Allocations development plan document (DPD) sites~~

Open Space/Recreation

6.2.21 The Plan aims to concentrate development within the most sustainable locations in existing towns and villages, while retaining their green spaces where they have a recognised recreational, biodiversity, heritage or amenity value.

~~6.2.22~~ Open areas with an important significant amenity, biodiversity or heritage value contribute substantially to the appearance and local distinctiveness of the area and help define the character of towns and villages. These spaces may also be performing other important environmental functions, such as ecosystem services. The Local Planning Authority will continue to protect these important open areas both within and outside settlements. Many of the important parks and recreation grounds serving the settlements are outside the settlement boundaries and, in the countryside, where they are protected by policies such as MTRA4. Policy DM5 adds additional protection to these locally important public open spaces.

6.2.23 The National Planning Policy Framework (NPPF) provides for local communities to identify 'Local Green Space' of particular importance to them. The importance of retaining open spaces has been highlighted through the process of consulting local communities on their needs and aspirations, but no Local Green Space designations have been suggested. The NPPF is clear that this designation will not be appropriate for most green or open spaces and that particular criteria will need to be met. Therefore, this Plan does not seek to designate any Local Green Spaces, but will protect important open areas through other policies, such as CP7, CP18, ~~and~~ DM5 and the policies relating to development in the countryside.

6.2.24 DM5 identifies and protects open areas that are important for one or more of the criteria listed in the policy. In relation to biodiversity, spaces are only included where they have a recognised nature designation (eg SINC or SSSIs) and only areas with scheduled ancient monuments are included in

relation to heritage. DM5 also does not identify all areas that may be considered to contribute to green infrastructure, which are covered under policy CP15. Not all the areas covered by DM5 will necessarily have public access, but still merit designation for other reasons, such as contributing to visual amenity, or cultural significance. Some private sports grounds fall within this category.

6.2.25 The Open Space Strategy, a background document to the Local Plan, lists these significant important open areas, whether they are within defined settlement boundaries or not, with an explanation of the role they are performing and why they are important, including the extent of public accessibility where known. The Strategy also goes on to identify specific needs, deficits ~~or~~ and surpluses of publically accessible open space. The Open Space Strategy therefore refers to some spaces that will not be subject to DM5 but are nonetheless important when considering the extent and nature of provision and needs in an area, including sites outside settlement boundaries.

6.2.26 Policy CP7 requires that where important open areas, including hard surfaced areas such as courts, are proposed to be lost in part or completely, replacement open space should be provided nearby. Where this is not possible, then the community benefit of the development should be shown to clearly outweigh the harm caused by the loss of the open space. However, many forms of development are seen in planning terms to ‘benefit the community’ and this can leave open space in a vulnerable position.

6.2.27 Therefore, the harm caused by the loss or the reduction of the important open area, both individually and cumulatively, should be fully understood with regard to the benefits or ‘services’ the open space is providing. These benefits and services can be economic, environmental or social and can include

- character and local distinctiveness
- biodiversity
- recognised heritage value
- water and flood management
- climate change adaptation and mitigation
- opportunities for improving health and well being e.g., through informal or formal physical activity, etc.

Policy DM5 – Protecting Open Areas

Open areas within defined settlement boundaries which have an important amenity, biodiversity, heritage or recreational value, as shown on the Policies Map and detailed in the Open Space Strategy, will be protected from development. Built development will only be permitted on these spaces where it accords with other relevant policies and:

- i) the proposal is for a facility which is ancillary to the function of the open space; and**

ii) the contribution of the open area to the character of the wider area is maintained or enhanced.

Development may exceptionally be permitted where it is demonstrated that the benefit to the community clearly outweighs the harm caused by the loss of all or part of the facility, and options for developing elsewhere have been explored.

6.2.28 The Council has ~~new~~ introduced the Community Infrastructure Levy (CIL) to help ensure that new development makes provision for the infrastructure needed to support it. However, this does not obviate the need for sufficient on-site open space to be provided on residential and other development sites, as this is necessary to make the development acceptable in planning terms.

6.2.29 New development should provide sufficient open space to both meet the needs of its residents or users and enhance the visual and environmental character of the area. Improved access to existing nearby open space facilities or countryside will be also be sought where feasible. ~~Wherever possible,~~ provision of open space should be an integral part of the development, wherever possible. For residential development of 15 dwellings and above, the detailed requirements for the provision of open space on or adjacent to the site will be based on the Local Plan Part 1 minimum standard, as set out in Table 1 of Policy CP7, taking into account the specific requirements and priorities in the local area.

6.2.30 Open space needs will vary according to the type of housing proposed. Housing for the elderly will differ from housing for young families or executive housing, for example, and. ~~Not~~ all types of open space will be appropriate in every case.

6.2.31 A considerable amount of housing development in the District takes place on small sites. On sites accommodating less than 15 dwellings, it is often not feasible or appropriate to provide useable recreational open space. In these instances and on all other forms of development, for example business parks or residential care homes, the City Council will require the provision of sufficient on-site amenity open space and landscaping, ~~as appropriate.~~ This should be located and laid out in such a way as to enhance the local environment, incorporating existing natural vegetation and natural or historic features wherever possible.

6.2.32 In submitting detailed drawings and specifications, planting plans should clearly indicate retained vegetation; the position, species, density and size of proposed planting; means of protection; and management intentions. Services such as water supply, drainage, electricity supply, etc, should also be indicated on landscape drawings.

6.2.33 Where open space is provided on site, it should be positively planned for and not relegated to areas of undevelopable or left-over space. Utilities, e.g. sewage treatment plants, liquid petroleum gas tanks, electricity substations or gas governors, should avoid occupying areas identified as open space.

6.2.34 In residential situations, open space provided on site may be publically accessible to the wider community, or communal, serving only those residents on site. The design of both needs attention to detail. Where open space is accessible to the public it will be appropriate for the open space to be publically adopted and the City or Parish Councils will normally agree to adopt open space if it has been properly laid out and is accompanied by a 'commuted sum' which is adequate to provide for its long term maintenance. However, adoption will be at the discretion of the authority concerned and, where this is not agreed, the applicant will need to secure suitable alternative maintenance measures. Where open space is likely to serve only the residents on site, transfer to the local authority will be less appropriate and other arrangements should be made for on-going maintenance.

Policy DM6 – Open Space Provision for New Developments

Residential development of 15 dwellings and above should provide useable open space on site, in accordance with the Local Plan's open space standard for quantity and type (policy CP7). The exact form and type of open space should take into account the nature and size of the development and the specific needs in the local area, including quantitative and qualitative deficits or surpluses of open space and recreational facilities, ~~in the local area~~.

All sites, including those below 15 dwellings and other forms of development, such as business parks or residential care homes, should provide adequate amenity space which should:

- i) be of a high standard of design, appropriate to the use and character of the development and its location;**
- ii) contribute to maintaining or enhancing the visual and environmental character of the area;**
- iii) incorporate appropriate hard landscaping and planting; and**
- iv) include arrangements for the future management and maintenance of the area.**

6.3 ECONOMIC PROSPERITY

- 6.3.1 The Local Plan Part 1 contains broad policies relating to business development (CP8), loss of employment land and buildings (CP9), and transport (CP10). These continue to provide an appropriate strategic framework for considering development proposals, but more detailed policies are needed on a number of matters. In order to reflect the advice of the NPPF, more detailed policies on town centre uses are included. Also included in this section are development management policies for various types of development in the defined countryside.
- 6.3.2 In order to promote its Economic Strategy and to contribute to social wellbeing and community inclusivity (policy DP1), the Council encourages organisations carrying out development projects to provide training and employment for local people. This is not a planning policy requirement, but the Council will seek to negotiate such provision, particularly in conjunction with larger projects, either through an agreement to employ local labour and training during construction or by means of a financial contribution towards such opportunities. These arrangements should be formalised where possible through a planning obligation, requiring an Employment and Skills Plan to be developed and implemented for the relevant construction project. The National Skills Academy for Construction provides further advice and a recommended methodology.

Town Centre Policies

- 6.3.3 LPP1 Policy DS1 sets out the town centre hierarchy for Winchester District, which is reproduced below:

Sub-regional town centre	Winchester
Town centre	Whiteley
District centres	Bishops Waltham, New Alresford, Wickham
Local centres	Denmead, Kings Worthy, and, in Winchester Oliver's Battery, Stockbridge Road/Andover Road, Weeke.

- 6.3.4 Policy DS1 states that development proposals that are high attractors of people will be considered in accordance with the town centres first approach. All levels of centres, including district centres and local centres, will be considered before edge-of-centre and out of centre locations in accordance with the sequential approach in DS1 and national planning guidance. The Council will take the hierarchy of centres into account when considering the appropriateness of developments in terms of their locations, having regard to the nature and scale of the development proposed and its catchment area.

- 6.3.5 All of the centres listed above have their boundaries marked on the Policies Map. Winchester, Whiteley, Bishops Waltham, New Alresford and Wickham are the higher level centres, of a size and function to have primary shopping frontages identified. Policy DM8 applies in respect of these.
- 6.3.6 Whiteley is still a developing settlement. The town centre has been recently redeveloped and is of a scale to serve both the town and a larger catchment area for comparison goods. Bishops Waltham, New Alresford and Wickham are relatively small centres in terms of the retail hierarchy. Despite this, their function as market towns/villages at the heart of larger rural areas means that they act as centres for their catchment areas.
- 6.3.7 Only Winchester Town is of sufficient size and function to also have secondary shopping frontages identified. Policy DM9 applies in respect of this area.
- 6.3.8 Denmead, Kings Worthy, Oliver's Battery, Stockbridge Road/Andover Road, Weeke are at the lower level of centres in the retail hierarchy. These local centres represent clusters of town centre uses within their locality. These centres have a variety of uses and act as important community hubs. It is therefore important to maintain uses within these centres that support that role and do not undermine the vitality and viability of the centre. The boundaries of these centres are identified on the Policies Map, however the scale of these centres means that no primary or secondary shopping frontages are identified. There are a number of smaller centres or clusters of shops which are too small to be identified in the Plan as local centres but which nevertheless provide important local facilities, which are protected by LPP1 Policy CP6.
- 6.3.9 When dealing with applications for Prior Approval for changes of uses from existing town centre uses, the location of the proposal in relation to any defined town centres, primary shopping frontages or secondary frontages will form part of the consideration of potential effects on the sustainability of key shopping areas.
- 6.3.10 Locating uses together that attract large numbers of people generally has the most benefit in terms of sustainability. Centres are the focus for public transport provision in their area and they act as community hubs of a scale related to the size of the settlement and the catchment area they serve. The vitality and viability of centres is best served by the clustering of complementary uses so as to promote visits and encourage linked trips. This principle applies whatever the size of the centre. Town centre uses that attract large numbers of people will therefore be expected to locate within the defined centres.
- 6.3.11 Proposals should not be out of scale in relation to the size and function of the centre where they will be located. In these cases, developments will be directed to centres higher up in the retail hierarchy. Proposals for main town centre uses in edge-of-centre or out-of-centre locations will be required to demonstrate why they could not be located on a sequentially preferable site. Proposals for retail, leisure and office developments that are outside of defined town centres and have floorspace of 1,000 sq.m. or more in

Winchester Town, and 500 sq.m. or more elsewhere, will also require the submission of an impact assessment.

- 6.3.12 Small scale town centre uses that provide a facility or service which is aimed at serving the immediate locality, and are up to 278 sq.m. in size, will generally be acceptable outside of defined centres. Account will be taken of the nature of the proposed use, its value to the local community, its expected catchment, issues relating to amenity and traffic generation.
- 6.3.13 For all town centre uses, in order to secure acceptable amenity in the vicinity, the local planning authority may impose conditions on hours of operation, delivery and parking arrangements and require particular lighting or noise abatement measures or ventilation and pollution control measures. Regard will be had to the location of the development, the nature of the proposal and the character of the surrounding area in relation to this. The location and impact of A3, A4 and A5 uses (e.g. restaurants, bars and takeaways) within residential areas will be carefully assessed.
- 6.3.14 Use classes A1-A5, B1, C1, D1, and D2 are generally considered to be town centre uses. Other uses such as (but not exclusively) museums, theatres and nightclubs may also be considered as town centre uses for encouragement and protection under this policy, dependant upon the nature of the development concerned, using the criteria in this policy as a guide to their appropriateness.
- 6.3.15 Development will generally be permitted to change between the different town centre uses, except in the particular circumstances of the primary and secondary shopping frontages (policies DM8 and DM9 below). Proposals that result in a loss of town centre uses at ground floor level will need to demonstrate that the new use will maintain and enhance the vitality and viability of the centre. Residential or commercial uses will be encouraged to locate above ground floor level to reduce under-occupation of buildings, subject to the achievement of appropriate standards in relation to safety, amenity and quality of life.

Policy DM7 – Town, District and Local Centres

Town centre uses that attract large numbers of people should be located within the boundaries of the town, district and local centres identified on the Policies Map. This will primarily consist of (Use Classes A1-A5, B1, C1, D1, D2), but may also include arts, cultural, tourism, entertainment uses or other sui generis uses, where appropriate. Changes of use to and within these ~~Uses~~ Classes will be permitted within town centre boundaries, where they accord with other relevant policies including policies DM8 and DM9 (primary or secondary shopping frontages). Particular considerations will be those in relation to amenity, design, access and parking.

Proposals will be considered taking into account the scale of the development proposed in relation to the size of centre and its position within the retail hierarchy identified in LPP1 policy DS1. Proposals for town centre uses that attract large numbers of people which are

located outside defined centres will need special justification be subject to a sequential test and should avoid significant harmful impacts on those centres (see LPP1 policies WT1 and MTRA2). Proposals for small scale town centre uses (up to 278 sq.m. in size) outside of defined centres will be approved where they provide a local facility or service, subject to compliance with other relevant policies of the Plan.

Changes of use that result in a net loss of town centre uses (Use Classes A1-A5, B1, C1, D1, and D2 and other uses considered as town centre uses) at ground floor level will not be permitted within the identified town centre boundaries. Town centre uses and residential uses will be permitted on the upper floors of buildings within all parts of the identified town centres, should they be suitable for such uses and subject to compliance with other relevant policies of the Plan.

- 6.3.16 Primary shopping areas (PSA) occur within town centres and are described in national policy as defined areas within town centres where the main retailing activity takes place. They normally comprise the primary shopping frontage of a town centre and any closely related secondary shopping frontage.
- 6.3.17 It is not always necessary or appropriate to have separate primary and secondary shopping frontages as part of the PSA. Within the Winchester District only Winchester Town is large enough to define separate primary and secondary shopping frontages, which together comprise the PSA. Within the other centres of the District identified under this policy (Whiteley, Bishops Waltham, New Alresford and Wickham) the PSA equates to the defined areas of primary shopping frontage.
- 6.3.18 The primary shopping frontages identified on the policies map are locations where retailing uses are concentrated. The vitality and viability of the town centres is best maintained and enhanced by a having a defined area where A1 uses are concentrated and the clustering of A1 uses attracts visitors. In Winchester town, it is important to maintain the concentration of large and medium-sized shops to allow for comparison shopping and re-inforce its position as a sub-regional shopping centre.
- 6.3.19 Changes of use from A1 will not normally be allowed in the primary shopping frontages as it is important that breaks in A1 frontages are not large enough to undermine the cohesion of the area. Therefore a distance of 25m from the edge of the unit will be taken into account, within which 80% of the frontage should be in A1 use, as measured by distance on the ground. No additional distance will be added in where the frontage continues over footpaths or roads. Corner units will need to consider 25m in both directions.
- 6.3.20 Changes of use from A1 do not generally improve the vitality and viability of the centre but may exceptionally be considered where a unit has been vacant for a considerable period of time. Account will be taken of the suitability of the unit concerned, the adequacy of the marketing of the unit, and footfall volumes and patterns.

Policy DM8 – Primary Shopping Frontage

Within the primary shopping frontages of Winchester, Whiteley, Bishops Waltham, New Alresford and Wickham, as defined on the Policies Map, retail (A1 Use Class) should be retained as the main use and the loss of retail uses at ground floor level will be resisted:

In exceptional circumstances changes of use from A1 retail will be permitted where they accord with other relevant policies and;

- i) The proposal would improve the vitality and viability of that part of the town centre; and**
- ii) The proposal will not undermine the retail function of the centre or disrupt the shopping pattern/footfall of the centre, and will attract people to the centre; and**
- iii) No more than 20% of the defined frontage will be in non-A1 use within 25m of the development as a result of the proposal.**

6.3.21 Within Winchester Town Centre, a secondary shopping frontage is identified, where all the A classes (A1 retail, A2 financial and professional services, A3 restaurants, A4 drinking establishments, A5 hot food takeaways) will be allowed. The provision of these uses adds to the offer of Winchester and many are concentrated along Jewry Street and City Road, where premises benefit from being in close proximity to each other and offer choice for visitors and opportunities for linked trips. Proposals for A3-A5 uses will need to comply with policies DM19-DM20 in respect of pollution and noise. Regard will be had to the contribution that could be made to the evening economy and the location of proposals within the town centre, as premises which may produce noise or give rise to disturbance for longer hours should not be located within residential areas.

Policy DM9 – Secondary Shopping Frontage

Retailing and supporting uses will be permitted within the secondary shopping frontage identified in Winchester Town Centre. Proposals for development within Use Classes A1 (retail), A2 (financial), A3 (restaurant), A4 (pubs) and A5 (hot food takeaways) will be permitted, subject to compliance with other relevant policies of the Plan, including amenity (policy DM17).

Proposals which would result in a net loss of Class A1-A5 floorspace at ground floor level will only be permitted within the identified secondary shopping frontage where no more than 20% of the defined frontage will be in non Class A use within 25m of the development as a result of the proposal.

Proposals that would result in more than the above proportion being in non-Class A use as described above, may exceptionally be granted, if;

- i) The proposal would improve the vitality and viability of that part of the centre; and**
- ii) The proposal will not undermine the retail function of the centre or disrupt the shopping pattern/footfall of the centre, and will attract people to the centre.**

Rural Development

6.3.22 The City Council strongly supports the development of the rural economy and of the facilities and services needed by local communities. Local Plan Part 1 policy MTRA4 sets out the general circumstances in which development may be permitted in the countryside and the policies below provide further guidance in terms of ~~these~~ proposals relating to particular forms of economic development. Because of the need to conserve the District's undeveloped countryside, such development is generally limited to that which has an operational need for a countryside location or for extensive areas of undeveloped land.

6.3.23 To override the normal presumption against non-essential development in the countryside, there must be a need for the development proposed and it must provide an essential local facility or service. The development may either need to be located on the site proposed for operational reasons, or it should be demonstrated that it is not practical or feasible to locate the development within a defined settlement. Examples of such development may include community or education facilities, premises for emergency services or development by statutory undertakers and public utility providers.

6.3.24 Proposals will need to comply with all other relevant policies of the Plan and attention is drawn in particular to Policy DM23 - Rural Character and the provisions of policies DM14 – DM18 relating to site design and layout considerations. Proposals within the Settlement Gaps identified in Policy CP18 and defined on the Policies Map should have regard to the requirements of that policy.

Policy DM10 – Essential Facilities & Services in the Countryside

In the countryside, the development of essential facilities and services to serve local communities may exceptionally be permitted, where it complies with other relevant policies of this Plan and;

- i) there is an identified need for the development within that area;**
- ii) a location in the countryside is essential for operational reasons; or**
- iii) there are no suitable alternative sites for the proposed development within the defined built-up area of the settlement(s) which the development is intended to serve;**

- iv) a landscape scheme is provided to minimise harmful impacts on landscape character and sense of place;**
- v) traffic issues can be addressed satisfactorily and a traffic management plan is secured, where necessary to make the development acceptable in planning terms.**

6.3.25 Due to the need to resist general housing development in the countryside, proposals for dwellings will only be permitted where there is a clear and proven need for accommodation for agricultural, forestry or other essential rural workers. In order for the principle of development to be accepted, there has to be a functional need for the operation of the unit that a full-time worker be present i.e. that it is essential for the proper functioning of the enterprise for one or more workers to be readily available at most times. Where a functional need is demonstrated it will be necessary to assess whether this could be fulfilled by existing dwellings on the unit, or other existing accommodation in the area, which is suitable and available for occupation by the workers concerned.

6.3.26 As permanent dwellings will only be permitted to fulfil the needs of an established and viable agricultural or forestry enterprise, it will be necessary to demonstrate that the business is an ongoing concern. To establish this, evidence of the financial viability of the enterprise will be required. New accommodation will therefore normally be granted initially on a temporary basis (generally three years), at the end of which period the need for a continuing residence should be assessed. If, as a result of this assessment, a permanent residence is justified, an application for a new dwelling can be considered.

6.3.27 As dwellings will initially be granted on a temporary basis, they will therefore generally take the form of temporary accommodation such as mobile homes or caravans. These buildings will be required to be removed at the expiration of the temporary permission.

6.3.28 Given the potential intrusion of a new building in the countryside, the design and siting of the dwelling should be as sensitive as possible. Siting close to existing farm buildings will generally be preferable in terms of limiting visual impact, where this is possible. The conversion, or part conversion, of existing buildings will generally be preferable to new constructions. Dwellings that are unusually large in relation to the agricultural needs of the unit, or unusually expensive to construct in relation to the income the unit can sustain, will not be permitted.

6.3.29 Each case will be considered on its merits in relation to the size and nature of the holding, the management responsibilities of the worker, the income derived, and the likely future productivity and viability. Normally dwellings will be expected to be within the range 120m² - 150m² floor area (externally measured), the typical size of a 3 - 4 bedroom house. Dwellings for farm employees should normally be close to 120m², whereas dwellings for farmers with management responsibilities, requiring office space, should not exceed

150m². Restrictions may be placed on permitted development rights in order to keep the scale of the dwelling proportionate to the functional need and level of viability.

- 6.3.30 Any new dwellings permitted under this policy will be to meet the functional need of the business, rather than the personal circumstances of any occupants of the dwelling. Where housing is permitted in accordance with this policy, the future occupancy of the dwelling(s) will be limited by condition to persons solely or mainly employed, or last employed, in the locality in agriculture or forestry, or a widow or widower of such persons.
- 6.3.31 Where dwellings exist on the holdings that are unrestricted, but essential to the operation of the holding, occupancy conditions may be placed on these dwellings. Planning obligations may also be sought to restrict the future subdivision of holdings or the separation of dwellings from land or buildings.
- 6.3.32 Applications for the removal of occupancy conditions will be considered with regard to the present and expected future need for such dwellings in the location, rather than the needs of the existing or prospective occupiers. Applicants will need to demonstrate why the dwelling is no longer required for its original purpose. Where occupancy conditions are removed, permission will not be granted for any new agricultural or forestry workers dwellings on the holding or on any new holdings created by its sub-division.
- 6.3.33 Uses other than those of agriculture or forestry will not normally justify on-site accommodation as they will not normally have an essential need to locate on-site. Operators of other ~~rural~~ enterprises in rural locations, such as equestrian businesses, should have regard to the adequacy of accommodation when setting up or developing the business. Where applications for new dwellings are made, applicants will need to demonstrate why the accommodation is necessary and show that suitable accommodation cannot be secured within a reasonable distance of the site, in accordance with policy DM11.

Policy DM11 – Housing for Essential Rural Workers

New permanent dwellings will generally only be permitted in the countryside to support existing agricultural/forestry activities on well-established agricultural or forestry enterprises. Proposals should demonstrate that:

- i) there is a clearly established existing functional need;**
- ii) the need relates to a full-time worker, or one who is primarily employed in the agriculture/forestry enterprise, and does not relate to a part-time requirement;**
- iii) the unit and the agricultural/forestry activity concerned have been established for at least three years, have been profitable for at least one of them, are currently financially sound, and have a clear prospect of remaining so;**
- iv) the functional need could not be fulfilled by another existing dwelling on the unit, or any other existing accommodation in**

- the area which is suitable and available for occupation by the workers concerned;
- v) the dwelling is sited so as to meet the identified functional need and is well-related to existing farm buildings or other dwellings;
 - vi) the dwelling is of a size appropriate to the productivity of the holding (normally 120 sq.m. – 150 sq.m. including office space).

The design of the dwelling should reflect local distinctiveness and the rural character of its surroundings.

All dwellings permitted under this policy will be subject to occupancy conditions restricting the occupancy of the dwelling to a person solely or mainly employed, or last employed, in agriculture or forestry and any resident dependants.

Before permitting new permanent agricultural dwellings, a temporary building should first be established for at least three years to fulfil criterion (iii) above.

Before permitting a temporary dwelling the local planning authority will need to be satisfied that there is:

- a) clear evidence of a firm intention and ability to develop the enterprise concerned
- b) clear evidence that the proposed enterprise has been planned on a sound financial basis
- c) a functional need for the accommodation, which cannot be satisfied by existing nearby accommodation.

Temporary agricultural dwellings will be subject to occupancy conditions and will only generally be permitted for a period of up to three years, after which time the needs of the holding will be reviewed.

Temporary permissions will not normally be renewed and it is expected that a permanent dwelling will be constructed in its place, or in the immediate location, should the need for a long-term accommodation be demonstrated and the proposal fulfils criteria (i) – (v) above for a permanent dwelling.

Occupancy conditions on essential rural workers dwellings will only be removed where the local planning authority is satisfied that the long-term need for the dwelling has ceased and there is no evidence of a continuing need for housing for workers solely or mainly employed in agriculture or forestry on the holding or in the surrounding area.

New housing in the countryside other than for agricultural or forestry

workers (or replacement dwellings) will generally not be permitted. Where other rural workers claim to have essential accommodation needs (e.g. in equestrian enterprises) these should normally be met within the existing housing stock. When Should applications for such dwellings be are made they will be subject to the tests and requirements of this policy, where references to agriculture and forestry should be taken to apply to the particular enterprise concerned as appropriate.

- 6.3.34 Equestrian enterprises and horse-activities are now an integral part of the rural landscape. Their operation contributes to the rural economy and can have important tourism and leisure benefits. However, the unrestricted development of such facilities can be detrimental to the local environment, in terms of visual impact and the effect on local amenity.
- 6.3.35 Developments should aim to reduce their visual impact by minimising the need for additional buildings, and structures and other associated development, including hard standing, parking or manure storage areas, fencing, jumps and other paraphernalia, and landscape re-modelling. Generally new buildings should be located adjacent to existing buildings to avoid isolated or scattered development, although occasionally it may be preferable to locate new development away from existing development to minimise impacts on local landscape character. Each site will be considered on its merits, having regard to other possible site options and the wider context, including the existence of other equestrian development in the area.
- 6.3.36 Equestrian development should maintain and enhance the rural character of the area, by careful design of the development and the materials used, including fencing. The sub-division of paddocks can be particularly harmful if inappropriate materials are used, such as coloured tape. Landscaping schemes will be required as part of the proposals and screening may need to be provided in order to secure satisfactory visual appearance.
- 6.3.37 Proposals will need to comply with all other relevant policies of the Plan and attention is drawn in particular to Policy DM23 Rural Character, and policies DM14-DM18 which set out site design and layout considerations. Proposals within the Settlement Gaps identified in Policy CP18 should have regard to the requirements of that policy.
- 6.3.38 Residential accommodation will not generally be permitted in association with equestrian development, unless an essential need can be demonstrated. The provisions of Policy DM11 will apply in such cases, including the imposition of occupancy restrictions on any residential accommodation permitted.
- 6.3.39 Equestrian developments may have traffic implications and these will be taken into account regarding impacts on amenity and the local environment. Some equestrian developments may be near to residential properties or the access to the development may pass such properties. Amenity impacts caused by the operation of the development, including the storage and disposal of waste, will therefore also be taken into account when considering proposals.

Policy DM12 – Equestrian Development

Horse related facilities and development related to grazing and equestrian enterprises, including stables, training areas, riding centres or studs, will be permitted in the countryside provided they comply with other relevant policies and:

- i) make best use of existing infrastructure most notably existing vehicular and field access, tracks, bridleways, utilities and buildings;**
- ii) respect existing landscape pattern and minimise visual impact, by means of location, scale, appearance and design;**
- iii) do not involve the erection of new buildings, or associated features such as hard standing, parking or manure storage sites, which may harm the existing landscape through isolated or scattered development;**
- ~~iii~~iv) do not harm the character of the area by reason of the cumulative impact when considered with other similar enterprises in the area;**
- ~~iv~~v) do not involve the use of construction materials, boundary treatments, floodlighting, siting of areas of hard-standing, new or extended access routes, or other infrastructure related to the equestrian development that would have an adverse impact on the appearance of the landscape;**
- ~~v~~vi) do not have an unacceptable impact on residential amenities in the vicinity;**
- ~~vi~~vii) include a satisfactory landscaping scheme, screening and provision for future maintenance.**

The development of residential accommodation in connection with equestrian development will be considered in accordance with policy DM11. The development of visitor accommodation in association with equestrian development will be considered in relation to the criteria of Policy MTRA4.

6.3.40 Recreation uses are most sustainably located in or adjacent to existing settlements. However, it is recognised that there may be occasions where this is not possible, particularly for uses requiring extensive areas of land, and sites are required outside of settlements. Examples of these uses are golf, fishing, motor sports, war games, and air, water and gun sports.

6.3.41 Whatever the form of leisure and recreation proposed, the effect on the countryside will need to be minimised. Therefore the number and size of buildings, structures and ancillary development such as car parking, fences and notices, should be kept to a minimum and limited to those for which a countryside location is essential. Development will need to be carefully

designed, sited and screened in order to minimise its impact and landscaping schemes will be required in order to secure the acceptable appearance of the site and its surroundings.

6.3.42 As well as visual intrusion, there may be issues of noise and light pollution, or disruption to the rural setting caused by increases in the amount and type of traffic and patterns of travel. In these cases, detailed information will be required as to the nature and degree of the effects. Built structures and the operation of the site may need to be controlled by conditions or planning obligations to make the development acceptable in its rural location.

Policy DM13 – Leisure and Recreation in the Countryside

Outside defined settlement boundaries, the development of new leisure and recreational facilities for which a countryside location is necessary, the expansion of established facilities, and the use of land for leisure and recreational activities will be permitted, where it accords with other relevant policies and:

- i) the development does not create unacceptable visual or noise intrusion in the countryside, either by itself or when viewed cumulatively with other developments;**
- ii) additional buildings, structures and ancillary developments are the minimum required for the operation of the site;**
- iii) the operation of the site will not cause an unacceptable alteration in the character of the area, including by all forms of pollution, or harm biodiversity, heritage assets, tranquillity or public safety;**
- iv) appropriate landscaping schemes and screening are provided.**

Artificial lighting will only be permitted where visually acceptable and strictly necessary. ~~and~~ its design and operation may be limited by condition in order to minimise light pollution in the countryside.

6.4 HIGH QUALITY ENVIRONMENT

- 6.4.1 The Local Plan Part 1 policies in relation to High Quality Environment provide strategic guidance on a variety of matters such as biodiversity, flooding, landscape and heritage. In many cases these provide an adequate basis for development management but there are some areas where more detailed policy guidance is needed. These relate particularly to the context of development, site design, landscape issues and heritage. This section sets out a series of policies relating to these matters.
- 6.4.2 LPP1 policy CP11 relates to sustainable and low carbon development and sets out the Council's expectations. ~~The Deregulation Act Bill is expected to be enacted shortly and is likely to~~ has since set national standards of sustainable construction which ~~will be~~ have been incorporated into the Building Regulations. ~~These replace the Code for Sustainable Homes and set maximum standards equivalent to Code Level 4 for energy and water. Therefore, policy CP11 will be applied in compliance with the maximum standards set out in Government advice, unless these change in the future details of what will be required and the transitional arrangements are not yet known and policy CP11 will continue to operate in the meantime. It may be that LPP2 will in due course propose the amendment or deletion of all or part of policy CP11, should it no longer be capable of implementation.~~
- 6.4.3 The environmental quality of Winchester District is very high and existing buildings contribute towards this. It is important that the planning and design of new development is also of a high quality and the following series of policies seek to achieve this. There are national requirements relating to the information to be submitted with planning applications, along with local expectations adopted by Winchester City Council, known as '1App' requirements. It is important that adequate information is submitted with applications so as to enable them to be determined quickly and accurately and the following policies set out where additional information will be expected.

Development Principles

- 6.4.4 Winchester District contains a number of large public or private institutions that control and influence large areas of land. Development proposals put forward by these bodies should illustrate how they relate to any wider strategy for the land holding concerned. In view of the size of the landholdings or use, piecemeal development could result in adverse impacts on the locality or the District. Conversely, a well-planned development that is part of a carefully considered masterplan or strategy, and ideally includes a management plan, could deliver considerable long term benefits to the District and secure coherent overall design and an acceptable balance of uses
- 6.4.5 Policy MTRA5 requires masterplans to be prepared for a number of specific rural establishments which are important to the local economy. For other large landholdings, the preparation of a master-plan will assist the landowners in developing their landholdings and sites in a strategic way that will deliver benefits in efficiency and also accords with planning policies. This policy

would be relevant for a landowner owning a number of sites in different locations, or for a single large site. Masterplans will also be sought to secure agreement on key development principles when development is proposed on large sites that are comprised of a number of different development interests.

- 6.4.6 The existence of agreed plans will be able to guide the landowners and the local planning authority when considering any future development proposals for the site(s). Masterplans will not necessarily detail all future development, particularly of a minor nature, however they will should also provide confidence for landowners to develop schemes in accordance with the masterplan and the principles therein and assist in the efficient processing of subsequent help the local planning authority to deal with applications in an efficient manner, saving unnecessary use of resources for applicant and the local planning authority.
- 6.4.7 Masterplans should be prepared before, or in conjunction with, the submission of development proposals. Masterplans should be prepared by landowners with input from the local planning authority, so that it can agree the main principles of the masterplan. The local planning authority will consider whether the requirement for a masterplan is justified and necessary on a site by site basis.

Policy DM14 – Masterplans for Large Landholdings

In the interests of sustainable development and in order to secure long term benefits for the District, when proposals come forward on sites occupied by major landowners/users, the local planning authority will seek to ensure that these form part of a long term masterplan for the site or the owners' contiguous land holdings.

Masterplans will also be sought in relation to proposals on large development sites in multiple ownerships.

Proposals for significant development on sites occupied by major landowners/users will only be permitted where they accord with other relevant policies and long-term masterplans have been prepared. These should be agreed with the local planning authority and show how the wider implications or cumulative benefits can be addressed.

General Design Criteria

- 6.4.8 Proposals will be assessed against all relevant policies of the Development Plan, as set out in Local Plan Part 1 and Part 2. Regard will also be had to any relevant Supplementary Planning Guidance Documents and other material considerations in assessing planning applications. Some key design principles are already set out in Local Plan Part 1: policies CP13 (High Quality Design) and CP14 (The Effective Use of Land) are of particular relevance in relation to the design and layout of proposals.
- 6.4.9 All new development proposals throughout the District, which involve the construction of new buildings or the replacement, adaptation, conversion or

extension of existing buildings, will also be judged against the following principles and criteria, set out in DM15 as relevant.

- 6.4.10 Development should make a positive contribution to local character and distinctiveness, as set out in adopted planning documents and guidance. Buildings, the spaces between them, street layouts and appearance, the natural environment and topography are all elements that contribute to the distinctive sense of place. Assessments of landscape or townscape sensitivity may be needed and development proposals should seek to avoid harmful impacts.
- 6.4.11 Supplementary Planning Documents have been produced that consider aspects of design, conservation and landscape for many areas of the District. These documents identify the special qualities and features that distinguish one place from another. The High Quality Places SPD supplements Local Plan policies and identifies design criteria against which planning applications will be assessed, and encourages high quality design which takes into account local distinctiveness and sustainable design principles.
- 6.4.12 The Winchester District Landscape Character Assessment identifies key characteristics throughout the District. Important features and characteristics are identified in the various Conservation Area Character Appraisals, Village Design Statements (VDS), Neighbourhood Design Statements (NDS) and Local Area Design Statements (LADS) that have been prepared for parts of the District. Developments should consider the characteristics identified in these and other documents dealing with local character and have particular regard to their planning guidelines.
- 6.4.13 Open areas that form part of the setting for developments may comprise areas of open space formally identified for their amenity or recreation value, referred to in Policy DM5 and shown on the Policies Map where they are within settlement boundaries. However, smaller areas, important spaces outside built-up areas, and unidentified spaces may be locally important when considering the development of particular sites.
- 6.4.14 Important public views and skyline features may already have been identified in documents such as those referred to above. The Winchester City and its Setting document identifies the particular elements that form Winchester's special character, including views and slopes, and policy WIN3 is also relevant in Winchester. The contextual analysis carried out as part of a planning application should indicate any views or features of local significance that have not already been identified.
- 6.4.15 Heritage and landscape policies (e.g. CP20, DM25 and DM27) contain more detail on the particular considerations and features that form part of Conservation Areas, historic townscapes and landscapes and heritage features within the wider landscape. These range from international and national designations to locally important undesignated landscapes and features and should not be adversely affected by development.
- 6.4.16 Areas of ecological importance also range from internationally and nationally designated areas to local designations. The biodiversity of these areas should not be adversely affected by development and Policy CP18

(Biodiversity) provides more detail of how proposals will be considered in relation to biodiversity.

- 6.4.17 Green/blue infrastructure comprises the natural and managed green spaces, features and water bodies of the District. Developments should not adversely affect the green and blue infrastructure or specific important features and spaces that form part of this network. Existing trees on and within the vicinity of sites should be surveyed and where they make a significant contribution to the character of the area they should be protected from development, or suitable replacements provided where their loss is unavoidable.
- 6.4.18 Some individual trees or groups of trees may be covered by Tree Preservation Orders and advice should be sought before carrying out any work in relation to such trees. The City Council will serve additional Tree Preservation Orders where necessary in order to protect important trees which are under threat. Particular considerations relate to veteran and special trees and hedgerows, as covered by Policy DM24.
- 6.4.19 Conditions and planning agreements will be sought where necessary, to secure the retention and longer term management of features identified as important. Management Plans are encouraged to secure the maintenance or enhancement of particular elements in the longer term, such as open space or landscape features. In assessing proposals which cause harm to some of the characteristics or features described in the above policy, regard will be had to the degree of harm to recognised key characteristics, and whether mitigation is proposed and appropriate.

Policy DM15 – Local Distinctiveness

Developments should respect the qualities, features and characteristics that contribute to the distinctiveness of the local area. Proposals which accord with other relevant policies will be permitted where they conserve or enhance;

- (i) the landscape and townscape framework, including the ‘key characteristics’ identified in local Character Assessments and adopted Design Statements;**
- (ii) open areas and green spaces that contribute to the special qualities of the townscape or the setting of buildings, including heritage assets;**
- (iii) recognised public views, features or skylines;**
- (iv) the special qualities of Conservation Areas and heritage historic landscapes;**
- (v) trees, hedgerows, water features and corridors which contribute to local distinctiveness.**

Regard will be had to the cumulative effects of development on the character of an area.

- 6.4.20 Proposals should reflect a design-led approach to development and contextual analyses should be undertaken. The amount of detailed analysis should be proportionate to the scale of the development proposed and its prominence in the locality. All developments, excluding small domestic extensions and changes of use (where no external change is proposed), should include sufficient material to show how they comply with the criteria of policy CP13 (High Quality Design).
- 6.4.21 The planning authority ~~is developing~~ has adopted guidance on various aspects of design ('High Quality Places' ~~SPD, published for consultation alongside this draft Local Plan~~) and all developments should reflect its principles and policies. The guidance gives more detail on how to approach contextual analysis and outlines principles on matters such the treatment of local character, townscape and the interface with the public realm. It provides advice that is relevant to all the criteria of policy DM16, ranging from the consideration of the site in its surroundings, to details of parking and layout, boundary treatments and storage provision, materials used and the specific features of buildings such as roofs and windows. The role of energy efficient design and environmental considerations such as biodiversity and trees are also considered.
- 6.4.22 Extensions and alterations to buildings should have regard to the existing building and to the character and appearance of the buildings resulting from the development. Extensions should not over-dominate the existing building – 'High Quality Places' provides more advice on this aspect of development. Proposals that are outside of built-up areas should pay attention to the particular rural character of the area (see policy DM23; Rural Character) Further considerations also apply in the case of small dwellings in the countryside (see Policy DM3; Small Dwellings in the Countryside ~~Policy~~).
- 6.4.23 Developments should be designed so as to connect into the surrounding area and increase pedestrian and cycling permeability in the vicinity where possible. The City Council has adopted strategies for developing walking and cycling (the 'Walking Strategy for Winchester' and the 'Winchester District Cycling Strategy') and encourages walking and cycling as sustainable forms of transport. Proposals should provide parking that is appropriate in terms of its level of provision, location and design, including provision for cycle parking (see also policy DM18). ~~Site access should be adequate and proposals should allow sufficient space for movement around the site. The needs of cyclists and pedestrians should also be catered for in terms of access and provision of appropriate cycle movement and parking facilities.~~
- 6.4.24 Developments need to have a satisfactory visual appearance. Appropriate materials should be used and regard should be had to the appearance of existing buildings and their local context. This will apply to all developments, including domestic extensions. Particular materials may be required as part of a ~~planning permission.~~ proposal, and in conservation areas and in relation to listed buildings and their settings, particular care should be taken to ~~preserve~~ conserve or enhance the appearance of the area or building(s).
- 6.4.25 Proposals should seek to reduce the energy requirements of the development, making the most use of passive solar gain by means of layout

and orientation and the design of individual buildings, unless the visual impacts of such measures would be undesirable. Proposals that seek to incorporate renewable energy generation will also be supported subject to this requirement (see also policy CP11).

Policy DM16 – Site Design Criteria

Development which accords with other relevant policies of this Plan will be permitted provided it;

- (i) responds positively to the character, appearance and variety of the local environment, within and surrounding the site, in terms of its design, scale and layout;**
- (ii) allows for permeability and access throughout the site and improves connections within the public realm;**
- (iii) designs any parking provision, including for cycle storage, as an integral part of the scheme, ensuring it does not dominate the site or the surrounding area;**
- (iv) provides boundary treatments that respond positively to the local context around the site and between different elements within the site of larger schemes;**
- (v) uses an appropriate ratio between hard and soft landscaping, having regard to the character of the area;**
- (vi) uses high quality materials that are attractive and durable and appropriate to the context and the proposed design;**
- (vii) utilises the principles of energy efficient design, by means of layout, orientation, passive solar gain, and the design of buildings and spaces, as far as is compatible with the character of the area.**

6.4.26 Developments should provide a safe and secure environment. The design and layout of developments should encourage permeability to reduce dead areas and facilitate natural surveillance of public spaces. The principles of ‘Secured by Design’ should be followed. Spaces should be appropriately lit to minimise the fear of crime. ~~However,~~ but a balance must be struck between lighting for safety and the aesthetic design of such lighting. Lighting needs to be appropriate to the character of the surrounding area, policy DM19 deals with light pollution.

6.4.27 Buildings and the external environment should be accessible to all members of the community. Routes and access points should be designed with this in mind. The needs of those with limited mobility and sensory problems should be considered in the planning and detailed design of developments. Necessary facilities and physical structures, installations or alterations that are required to facilitate access should be incorporated, whilst having regard to their appearance and impact on the surrounding environment.

6.4.28 Alterations to the environment will have an impact on the performance of the elements that provide ‘ecosystem services’ (see Glossary). Recognising this, it is important to ensure that the benefits of the service are preserved and

enhanced as much as possible. Services include productive and nutrient-rich soils, clean water and air. Developments should therefore seek to retain the best and most versatile agricultural land and avoid flooding, water contamination and air pollution. As development can have an effect on these aspects, mitigation will be sought where necessary, practical and feasible.

- 6.4.29 Measures to reduce water use and to provide sufficient drainage and flood protection should have regard to the advice in Policies CP11 (Sustainable Built Development) and CP17 (Flooding, Flood Risk and the Water Environment) in terms of the technical standards required. The visual impact of flood attenuation measures should also be carefully considered in terms of the effects on the surrounding landscape and avoidance of intrusive and inappropriate materials.
- 6.4.30 Development proposals should avoid unnecessary clutter by making adequate provision for bin storage and for recycling facilities, which may be individual or grouped. The proliferation of posts, rails, bins, signs, ducting, cable boxes and other street furniture can have a detrimental impact on the quality of the environment and should be minimised. Opportunities for grouping and screening of such structures should be considered and, where they are necessary, a high quality of design and appearance should be used. The planning of these structures as an integral part of the design, and the use of quality materials, can enhance the appearance of the development and the surrounding area.
- 6.4.31 The amount of amenity and recreational space should be appropriate for the intended use of the site and policies CP7, DM6 and the 'High Quality Places' SPD provide further information on this. The location of any such space should be such that it can be used in a safe manner and without undue interference with neighbouring uses. The design of such spaces should be appropriate to the development and use, incorporating hard and soft landscaping as appropriate and making use of existing topography. Multiple uses should be considered for spaces.
- 6.4.32 Whilst developments are likely to have impacts on the locality in which they are located, proposals should not have an unacceptable adverse effect on neighbouring land or property. This could commonly be by means of overlooking properties or land, unacceptable loss of light or by having an overbearing effect. The location of windows in relation to neighbouring land should be carefully considered to avoid overlooking, as should the distance from neighbours and the scale of development in relation to neighbouring land. The Design Guide High Quality Places SPD provides further information on these aspects of development.
- 6.4.33 Access to high speed broadband is becoming an increasingly important component of infrastructure. It is key to growing a sustainable local economy, vital for education and home working and facilitates community cohesion and resilience, particularly in rural areas and in areas that currently have slow broadband speeds, or no access at all. The local planning authority will therefore encourage the provision of high speed broadband connection for all new developments where suitable connection does not already exist. Hampshire County Council has produced 'Planning for Broadband: A Guide

for Developers' which highlights the benefits to developers of installing high speed broadband infrastructure on new developments.

Policy DM17 – Site Development Principles

New development, alterations and changes of use should be satisfactory in terms of ~~its~~their impact, both on and off site. Development which accords with other relevant policies will be permitted where it;

- (i) provides a safe and secure environment, accessible by all;
- (ii) does not have unacceptable effects on ecosystems services, ~~or~~ key townscape and or landscape characteristics, or on heritage assets;
- (iii) includes adequate provision for drainage and sewage disposal;
- (iv) makes adequate provision for refuse and recycling;
- (v) facilitates and does not constrain the future development of adjacent sites, where appropriate;
- (vi) provides sufficient amenity and recreational space for users;
- (vii) does not have an unacceptable adverse impact on adjoining land, uses or property by reason of overlooking, overshadowing or by being overbearing;
- (viii) does not cause unacceptable levels of pollution to neighbours by means of noise, smell, dust or other pollution;
- (ix) provides only for lighting that is not visually intrusive on the surrounding area.

High speed broadband connection, or provision for its future connection, will be sought in association with all new residential and business developments.

6.4.34 The Council's current residential parking standards are set out in the Residential Parking Standards SPD adopted in 2009. Parking standards for other forms of development will be considered on a case-by-case basis, based on the anticipated trip generation of the proposal. Commercial requirements can be considered, subject to their impact on neighbouring properties and uses, and parking management plans may be required in sensitive areas. In all cases, the particular characteristics of the site, its location and the nature of the development proposed will be taken into account when considering parking provision.

6.4.35 Site access should be adequate and proposals should allow sufficient space for movement around the site. The needs of cyclists and pedestrians should also be catered for in terms of access and provision of appropriate cycle movement and parking facilities.

Policy DM18 – Access and Parking

In order to ensure that appropriate provision is made for parking and access, development will be permitted which accords with other

relevant policies and:

- (i) provides parking in accordance with the ~~Residential Parking Standards Supplementary Planning Document~~ relevant standards and the needs of the development, for cars and other vehicles as necessary, including cycles;**
- (ii) allows for access to, and movement within, the site in a safe and effective manner, having regard to the amenities of occupiers of the site and adjacent land and to the requirements of the emergency services and service providers, including turning facilities as appropriate;**
- (iii) makes provision for access to the site in accordance with any highway requirements on the grounds of safety, including the provision of gateways, visibility splays, access to adopted highways and accompanying signage that may be required;**
- (iv) provides for the needs of pedestrians and cyclists, including safe and attractive routes to and around the site and cycle parking in the case of larger developments;**
- (v) incorporates parking provision and vehicular access as part of the overall design of the scheme, including hard and soft landscaping, signage and lighting that is both necessary and of a high quality design, taking account of the character of the surrounding area.**

Environmental Protection Policies

6.4.36 The following policies deal with developments that may cause pollution or be affected by existing pollution. These cover issues relating to noise, light, air quality, odour and dust pollution. Contaminated land and utilities developments are also addressed in this section.

6.4.37 Pollution generating developments have the potential to have negative impacts upon the existing environment, resulting in adverse health or quality of life impacts. Examples of potentially pollution generating uses include industrial and commercial development, educational establishments, health facilities, large community facilities, and some forms of leisure uses. All forms of development, including residential, have the potential to cause pollution by poor location and design, resulting in loss of amenity for neighbouring uses. This can be in terms of air pollution, additional traffic, noise, or odours (including emissions from both stack and fugitive emissions and cooking odours from catering processes).

6.4.38 In addition to uses which have potential for generating pollution, it is important to consider the effects of accommodating new development adjacent to existing uses which generate pollution, particularly noise and smells. Some forms of development will be particularly sensitive to existing pollution, including housing, educational establishments and health facilities. An assessment should be conducted to demonstrate that adverse impacts on

health or quality of life do not arise from placing a development in an existing environment that is potentially unsuitable.

6.4.39 Where a proposal includes the provision of any significant external lighting in proximity to sensitive premises, such as domestic property, an assessment for light intrusion should be conducted. The issue of glare and visual amenity should be considered in areas where any proposed external lighting scheme will result in a significant contrast to the existing surrounding ambient light levels.

6.4.40 Assessment of ambient air quality will be required for developments in any area identified as already failing to meet current National air quality objectives. Similarly an assessment will be required for any pollution generating development, including associated transport impacts, which could have the potential to cause an area to fail such air quality objectives. Advice should be sought from the Council's Environmental Health Service regarding the necessity for such an assessment and, where required, the suitability of the proposed assessment methodology. Part of Winchester Town Centre is currently designated as an Air Quality Management Area.

6.4.41 For large or prolonged developments, consideration will need to be given to controlling impacts of construction traffic and smoke, dust, noise and water runoff during the construction phase. A comprehensive construction management plan detailing control measures to be applied will usually be expected.

Policy DM19 – Development and Pollution

Pollution sensitive or generating dDevelopment which generates pollution or is sensitive to it, which accords with other relevant policies, will only be permitted where it achieves an acceptable standard of environmental quality. As a minimum, development should not result in unacceptable impacts on health or quality of life.

Proposals should comply with all national statutory standards relating to environmental quality and include a statement setting out how such requirements have been met, where relevant, in designing the proposal.

The potential for unacceptable pollution, resulting in adverse health or quality of life impacts, should be addressed by applications. Where there is potential for adverse impacts to occur on the following matters a detailed assessment should be conducted:

- (i) odour;**
- (ii) light intrusion;**
- (iii) ambient air quality;**
- (iv) water pollution;**
- (v) contaminated land; and**
- (vi) construction phase pollution impacts for large or prolonged developments.**

The report should identify and detail any mitigation measures that are necessary to make the development acceptable in respect of the adverse impacts on health and quality of life.

The Local Planning Authority may require specific mitigation measures to be undertaken in order to make developments acceptable in terms of matters relating to pollution.

- 6.4.42 Noise generating developments are developments with the potential to have adverse impacts upon the existing local sound environment, resulting in adverse health or quality of life impacts. Consideration should not only be given to potential increases in noise levels but also changes in the acoustic character of the local noise environment.
- 6.4.43 Noise sensitive developments are developments that are particularly sensitive to noise levels. It is important to consider the effects of accommodating new development in an existing sound environment that is unsuitable for the noise sensitive development proposed. Examples of noise sensitive developments include domestic properties, educational establishments and some medical facilities.
- 6.4.44 Such assessments should follow the principles detailed in the Noise Policy Statement for England (Department for the Environment, Food and Rural Affairs) March 2010, or its recognised replacement. In making such an assessment technical reference should be made to recognised peer reviewed publications that are relevant to the nature of the potential noise impacts being considered. Advice should be sought from the Council's Environmental Health Service regarding the suitability of the proposed assessment methodology being applied.
- 6.4.45 For large or prolonged development, consideration should also be given to the potential noise impacts during construction as well as the post development phase.
- 6.4.46 Where it is concluded that a development can meet these objectives only by the implementation of mitigation measures, these should be clearly and comprehensively identified and may be subject to planning conditions.
- 6.4.47 For developments that fall within the definition of a-Part A1 processes detailed in Schedule 1 of the Environmental Permitting (England and Wales) Regulations 2010 (as amended) then liaison with the Environment Agency (or any subsequent replacement regulatory body) will also be required. However, a noise assessment will still be required as part of the planning application process as the regulatory objectives of the two regimes differ.

Policy DM20 – Development and Noise

Noise generating or noise sensitive developments Development which generates pollution or is sensitive to it will only be permitted where they it accords with other relevant policies and does not have an unacceptable impact on human health or quality of life.

A noise generating or noise sensitive development should include an assessment to demonstrate how it prevents, or minimises to an acceptable level, all adverse noise impacts. Assessment of these impacts should have regard to the advice contained within the Department for Environment Food and Rural Affairs (DEFRA) Noise Policy Statement for England (NPSE), March 2010; or its recognised replacement.

Development will not be permitted where levels above the Significant Observed Adverse Effect Level (SOAEL) exist and mitigation measures have not been proposed that will reduce impacts to as near to the Lowest Observed Effect Level (LOAEL) as is reasonably possible. Mitigation measures should not render the design and amenity spaces unacceptable.

- 6.4.48 Within the District there is likely to be land that has been subject to a degree of contamination as a result of previous land uses. It is important to identify these sites before any planning proposals are made. The Council maintains a register of known sites of contamination; however, this is not a conclusive list. The responsibility for identifying the presence and extent of contamination, and dealing with it, lies with the landowner or other persons identified under the appropriate legislation. This liability will continue after any proposed development is constructed. It is therefore important to establish the history of a site and the surrounding area before a planning application is submitted.
- 6.4.49 Parts of the District may be affected by ‘natural hazards’ such as the emission of radon gas. The requirements of Policy DM21 will be applied to development affected by natural hazards, as well as man-made contamination.
- 6.4.50 If a previous land use indicates the possibility of contamination, further investigations should be carried out and adequate information submitted as part of the planning application, to show that the assessment has been carried out effectively. To enable the significance of contamination and the associated risks to be assessed, advice will need to be obtained from Winchester City Council’s Environmental Protection Team, the Environment Agency, or the Health and Safety Executive, as appropriate. Sources of guidance include; DEFRA /Environment Agency Soil Guideline Values and LQM / Chartered Institute for Environmental Health's General Assessment Criteria for Human Health Risk Assessment.
- 6.4.51 It is not only essential that development does not cause contamination directly or disturb previous contamination, but also to ensure that it does not establish a pathway or link between “receptors” (i.e. people, the environment or property) that may suffer from its effects and existing contamination. Particular attention should be paid to developments which are sensitive to contamination, such as housing or educational establishments, or those that may impact directly or indirectly on water supplies, including water bearing aquifers.

Policy DM21 – Contaminated Land

The development of land which is known or suspected to be contaminated, or which is likely to be affected by contamination in the vicinity, will only be permitted where it accords with other relevant policies and there will be no unacceptable impacts on human health, groundwater and surface water, or the wider environment, and:

- (i) the full nature and extent of contamination is established;**
- (ii) appropriate remedial measures are included to prevent risk to future users of the site, the surrounding area and the environment (including water supplies and aquifers);**
- (iii) all site investigations, risk assessment, remediation and associated works are carried out to current industry best practice guidelines.**

Assessments should accompany planning applications.

6.4.52 In relation to the development of telecommunications, Applicants should undertake appropriate levels of consultation. Evidence should be provided ~~provide evidence~~ of the outcomes of their any consultations with organisations with an interest in the development and any relevant bodies as part of the planning application or prior approval process.

6.4.53 The development of communications and other infrastructure is desirable where it has benefits for economic growth or provides essential services for a community. The local planning authority will seek to facilitate such development, whilst having regard to its effect on the environment.

6.4.54 A wide range of development is covered by the provisions of Policy DM22, such as the laying of pipelines, cables and transmission lines, the provision of electricity substations and gas governor stations, and the installation of radio and telecommunications apparatus (for both domestic and non-domestic purposes). Agencies responsible for development to which the Policy applies are encouraged to liaise with the Local Planning Authority at an early stage to ensure that proposals can be accommodated in a satisfactory manner and that important constraints, such as archaeology, are identified. Particular care is needed in Conservation Areas or in the vicinity of listed buildings.

6.4.55 The number, size, location and appearance of the facilities and services and associated development should minimise visual impact. The sharing of facilities such as masts or the grouping of structures may assist. However, sharing of facilities will not always be appropriate where it would increase the visual impact when considered cumulatively. It is therefore important that applicants discuss their proposals with the local planning authority to achieve the best environmental outcome from the development.

6.4.56 Conditions may be sought to secure an acceptable appearance for the structures and the development site. Screening may be sought where

appropriate and landscaping schemes required. Where services are placed underground or new landscaping is proposed, the site should be restored / landscaped with appropriate indigenous species.

Policy DM22 – Telecommunications, Services and Utilities

Radio and telecommunications development and utilities and service development which accords with other relevant policies will be permitted (where planning permission or ‘prior approval’ is required), provided that:

- (i) existing buildings, structures, apparatus and/or sites are shared where technically possible and where such sharing would minimise visual harm;**
- (ii) the impact of the apparatus and any associated development is minimised by appropriate routing, siting, materials and colour, particularly where development would affect listed buildings, Conservation Areas, or sites of archaeological or ecological importance;**
- (iii) where viable, all cables and pipelines are placed underground, having regard to any archaeological or ecological constraints;**
- (iv) associated development, such as access routes and peripheral development such as cabinet housings, fencing, lighting and signage is kept to a minimum and suitably designed;**
- (v) where appropriate, a satisfactory landscaping/restoration scheme is included, including provision for management.**
- (vi) the development will operate within International Commission on Non-Ionizing Radiation Protection (ICNIRP) guidelines for exposure to health risks.**

Landscape

6.4.57 Developments in or adjoining rural areas need to take account of their location. If the principle of the development is acceptable, the main consideration is the impact on the rural character. There may be impacts from visual intrusion, physical effects on the landscape and effects on the tranquillity of the area.

6.4.58 Policy DM15 (Local Distinctiveness) details the need to take account of the local qualities and features that contribute to the local distinctiveness of the area. This includes characteristics of the surrounding landscape and features such as green and blue infrastructure. The Winchester District Landscape Character Assessment sets out the key characteristics and strategies for the landscape character areas in the District. In the rural area, proposals may need to be subject to landscape sensitivity assessment, in terms of their impact on the rural character of the landscape and the key local qualities that provide the sense of place.

- 6.4.59 The introduction of urban and domestic elements, such as large gates and forms of enclosure, significant areas of hard landscaping, structures for lighting and security measures can detract from the special qualities of the countryside. Similarly, the removal of particular features or elements of landscaping such as walls, fences or other structures constructed in the local vernacular, or landscape features such as bunds and ditches, water features, hedgerows and trees can detract from the rural character.
- 6.4.60 The nature of the development may lead to intensification of uncharacteristic use in the area. Noise and lighting pollution may be more noticeable in rural areas due to the relative tranquillity of the surroundings. The rural character and tranquillity of the area will be taken into account when assessing the appropriateness of developments that may give rise to pollution.
- 6.4.61 Traffic intrusion may adversely affect the character of the area due to numbers of trips and the type of vehicles (e.g. heavy goods vehicles). The suitability as well as the capacity of rural lanes should also be considered, as physical re-modelling of rural roads and introduction of signage, visibility splays and entrances necessary for the development may have an unacceptable impact on the landscape and rural character. Rural lanes are a particular characteristic of the District that have historic as well as landscape significance.
- 6.4.62 Domestic extensions and ancillary buildings should be well related to the existing building. Extensions should generally follow the style of the original building in respect of proportions and positioning of features such as windows and doors, and may replicate features of the original building in their size, position and use of materials (unless it's existing character is not worthy of retention). Proposals for annexes or other ancillary buildings which could be subject to future proposals for conversion to independent dwellings will be determined having regard to policies DM1 and DM11, which resist housing development outside settlement boundaries other than for essential rural workers.
- 6.4.63 The use of modern materials and styles is not ruled out, even in conservation areas, provided the character of the area is maintained and enhanced and the visual impact is carefully considered.

Policy DM23 – Rural Character

Outside defined settlement boundaries, development proposals which accord with other relevant policies will be permitted where they do not have an unacceptable effect on the rural character of the area, by means of visual intrusion, the introduction of incongruous features, the destruction of locally characteristic rural assets, or by impacts on the tranquillity of the environment.

The following factors will be taken into account when considering the effect on the rural character and sense of place:

Visual - intrusion should be minimised, including the effect on the setting of settlements, key features in the landscape, or heritage

assets. The cumulative impact of developments will be considered, including any ancillary or minor development that may occur as a result of the main proposal.

Physical – developments will be encouraged to protect and enhance the key characteristics of the landscape and should avoid the loss of key features or the introduction of elements that detract from the special qualities of the place. Any re-modelling of the landscape will also be taken into account.

Tranquillity – developments should not have an unacceptable effect on the rural tranquillity of the area, including the introduction of lighting or noise occurring as a result of the development, taking account of the relative remoteness and tranquillity of the location. New lighting will generally not be permitted in unlit areas and the type, size, design and operation of any lighting may be controlled where necessary by the use of conditions.

Developments should not detract from the enjoyment of the countryside from the public realm or public rights of way.

The volume and type of traffic generated by the development will be assessed along with the ability of rural roads to accept increased levels of traffic without alterations that would harm their rural character.

Domestic extensions should be proportionate in size to the existing dwelling and generally be subordinate to it, as should annexes and other ancillary development. Extensions should generally reflect the character of the existing dwelling unless the existing character is not considered worthy of retention. Replacement dwellings should not be disproportionately larger than the one being replaced. ~~Additional criteria apply to dwellings that were under 120sq.m. when originally constructed (see policy DM3).~~

- 6.4.64 Developments should not result in the loss or deterioration of irreplaceable habitats, including ancient woodlands and the loss of aged or veteran trees found in ancient woodland. Proposals should indicate how they will safeguard the quality and appearance of special natural features and their setting, to retain visual amenity, biodiversity and heritage value.
- 6.4.65 'Special trees' include ancient or veteran trees, those which are outstanding because they provide important habitat, are the biggest of the species, or are notable trees in their local environment (e.g. because they are large by comparison with other trees around them). Trees may also be considered as special where they are linked with an important historic event or have cultural significance.
- 6.4.66 Ancient trees - including hollow and pollarded trees - have biodiversity, heritage, cultural or amenity value which cannot be replaced by new planting.

Similarly, important hedgerows are identified as those of significant archaeological, historical, wildlife or landscape value that form an intrinsic part of local landscape and townscape character.

6.4.67 Where development may impact on the features outlined in this policy, applicants should undertake surveys to identify the extent and condition of the features and demonstrate how their proposals enhance these features or minimise impact upon them, via adequate mitigation. Conditions and/or planning agreements may be sought in order to preserve the special qualities of these features in the long term.

Policy DM24 – Special Trees, Important Hedgerows and Ancient Woodlands

Development should not result in the loss or deterioration of ancient woodlands, important hedgerows, special trees, distinctive ground flora and the space required to support them in the long term.

Management schemes should be developed, as appropriate, to ensure the long term protection of these special features and their setting.

Heritage Policies

- 6.4.68 Winchester District has a rich wealth of heritage assets, including conservation areas, listed buildings, historic parks, gardens and landscapes and archaeological assets. Policy CP20 of the Local Plan outlines the main considerations regarding heritage assets. The policies that follow in this section of the Local Plan provide detailed guidance on specific aspects of the historic environment.
- 6.4.69 Heritage assets may be designated or non-designated. Designated assets are nationally recognised and in the Winchester District include listed buildings, scheduled monuments, registered parks, gardens and battlefields. Non-designated assets are buildings, monuments, sites, places or landscapes that are considered locally to have a heritage significance which merits consideration in planning decisions. This section of the Local Plan contains policies relating to all forms of heritage assets and conservation areas.
- 6.4.70 The City Council intends to prepare a list of locally significant heritage assets, which will indicate assets that are considered to have heritage significance, but are not subject to a statutory designation. Policy DM31 provides more details of this Local List and Appendix D outlines the criteria that will be used to assess the significance of potential assets. The Local List will be publically available and will form part of the Council's Historic Environment Record.
- 6.4.71 The City Council maintains a Historic Environment Record which identifies and records all known heritage assets including archaeological sites, monuments, historic buildings and battlefields and landscape features in the District. Developers should consult the Historic Environment Record prior to submitting applications in order to inform their development proposals.. Advice from the City Council's Historic Environment Team should also be sought early on in the process of creating proposals, to identify potential constraints and to discuss appropriate mitigation strategies. Applications should be accompanied by a heritage statement, proportionate to the nature of the development and heritage interest describing the significance of affected heritage assets and/or their settings, the degree and nature of impact upon that significance and how the proposals minimise or mitigate any harm..

Historic Environment

- 6.4.72 Hampshire has a wealth of historic parks and gardens that contribute greatly to the character, diversity and distinctiveness of its landscape. Parks and gardens are very important parts of the landscape, recording cultural changes, social history and attitudes to the natural environment.
- 6.4.73 Local planning authorities are encouraged to protect registered parks and gardens and battlefields when preparing development plans and when determining planning applications. The National Planning Policy Framework (NPPF) advises that substantial harm to or loss of any designated heritage asset of the highest significance, which includes battlefields and grade I and II* parks and gardens, should be “wholly exceptional” and for any grade II park or garden should be “exceptional”. Many designed landscapes are not registered but nevertheless contribute to local significance. Their future

therefore needs to be carefully considered and they may be added to the Local List of Heritage Assets.

6.4.74 English Heritage and the National Trust manages a number of historic parks and gardens. Most other historic parks and gardens are either privately owned or in trust, and many of these are open to the public. In addition, the City Council is responsible for many of the District's public parks.

6.4.75 Local planning authorities are required to consult English Heritage Historic England where a planning application affects a Grade I or II* registered park or garden, and the Gardens Trust (formerly the Garden History Society) on all applications affecting Grade I, II* or II registered sites. This is to ensure that they have appropriate professional advice when considering such applications. The Hampshire Gardens Trust may also be consulted about locally-sensitive sites.

Policy DM25 – Historic Parks and Gardens

Development which accords with other relevant policies will be permitted provided it does not have a detrimental impact on the historic significance or distinctive character and appearance of a park, garden, cemetery or battlefield of special historic interest or its setting (as identified on National, or Local Registers), or results in the loss or deterioration of associated designated and undesignated heritage assets ~~or designed historic landscapes~~.

Where development impacts on any of the above, consideration should be given to the provision of a positive Conservation Strategy and Management Plan which takes account of:

- (i) historic significance;**
- (ii) funding to manage and maintain the features;**
- (iii) changes in use of the site or the need to meet planning, engineering or security requirements;**
- (iv) sensitive treatment of boundaries, land use and tree cover, new planting, buildings, structures and features;**
- (v) lakes, water courses and other related features**
- (vi) best conservation practice, with use of local craftsmen and skilled workers where possible.**

6.4.76 The District has a rich archaeological resource including remains from prehistory to the military history of the last century. Archaeological remains provide important evidence of our past which brings an understanding and enjoyment of the present. Policy DM26 follows Government guidance in ensuring that new development makes provision for the protection and conservation of this non-renewable resource but also seeks to ensure that every opportunity for enlarging increasing understanding of the resource and its significance is also taken when new development is likely to disturb sites. The City Council recognises that the District's archaeological heritage has high significance - in particular that of the historic city of Winchester which,

while much is undesignated, is widely regarded as nationally important. This resource brings considerable cultural and educational benefits to the District and its visitors.

- 6.4.77 ~~The City Council maintains a Historic Environment Record which identifies and records all known heritage assets including archaeological sites, monuments, historic buildings and battlefields and landscape features in the District. Developers should consult the Historic Environment Record prior to describing the significance of affected heritage assets or their settings. Advice from the City Council’s Historic Environment Team should be sought early on in the process of creating proposals, to identify potential constraints and to discuss appropriate mitigation strategies. Some proposals may necessitate initial archaeological investigation prior to submission in order to inform the design of proposals and to allow the Council to fully assess the implications of the development on heritage assets. All work required to assess, record, investigate and protect archaeological features and heritage assets, and to publish the findings, should be funded by the developer.~~
- 6.4.78 Appropriate arrangements for the future management of archaeological sites should be made to ensure their protection in the longer term. Provision for this, and for recording if appropriate, may be secured using planning conditions and/or obligations. The City Council may refuse permission for proposals which do not secure the conservation of heritage assets or do not make provision for their investigation and recording.
- 6.4.79 Development which affects a Scheduled Ancient Monument or its setting will require consent from Historic England (formerly English Heritage) (Historic England) on behalf of the Secretary of State and developers are advised to consult with them before submitting detailed proposals.
- 6.4.80 Special attention needs to be given to the rich and important archaeological remains in historic urban areas. The “Extensive Urban Surveys” for Wickham, New Alresford and Bishops Waltham (Hampshire County Council and English Heritage , 1999), together with the “Winchester Urban Archaeological Assessment” (publication anticipated in 2015) help to define these historic urban areas where there is high potential for archaeological remains, together with advanced strategies for their management.

Policy DM26 – Archaeology

Where there is evidence that heritage assets above or below ground and their settings are known, or where they are suspected to exist, but the extent and significance of which is unknown, planning applications should incorporate sufficient information to define the significance and extent of such assets, as far as reasonably practicable. Where appropriate, applications should include:

- **The results of desk top assessment/field evaluation; and**
- **An assessment of the effect of proposals on the assets or their setting.**

Planning permission will be granted where the proposal accords with

other relevant policies and includes:

- (i) Provision to preserve the archaeological remains in situ, so far as is reasonably practicable, by sensitive layout and design (particularly foundations, drainage/services and landscaping); or and**
- (ii) Provision for the investigation and recording of any archaeological remains that cannot or are not required to be preserved including the publication of results, in accordance with a detailed Written Scheme of Investigation approved before the start of development.**

6.4.81 Conservation involves managing change to a significant place in its setting, in ways that sustain, reveal or reinforce its cultural and natural heritage values. Careful management of change can result in neutral or beneficial effects on heritage values. Change It includes the interpretation and sustainable use of places and may simply involve small scale maintaining the status quo, interventions only as necessary to counter the effects of growth and decay over time. Change to familiar and cherished places is inevitable, if only as a result of the passage of time, but Conservation of significant places may also be achieved through major interventions, well designed and managed to secure the interest of the site for future generations, whereas poorly designed and poorly managed change is harmful.

6.4.82 The special architectural or historic interest of conservation areas need to be understood and articulated. Identifying this significance and the cultural and natural heritage value requires first an understanding of its history, fabric and character, how and why it has changed over time, together with the technology of its construction and the form and condition of its constituent elements and materials. An assessment of all these issues should be submitted as part of a planning application, in a degree of detail proportionate to the nature and scale of the proposed development. Applicants should have regard to any Conservation Area Character Appraisals and Management Plans that exist. ~~In order to protect these distinctive areas and inform decision making, it is important first to understand and articulate the significance of the place. The design process offers not only an appraisal of the qualities of the place, but also an opportunity to reflect and improve on them.~~

6.4.83 Where development is acceptable in principle, it is essential that it responds sympathetically to the existing settlement pattern and townscape characteristics and is of sufficiently high quality design to make a positive contribution.

6.4.84 Many settlements within the District provide visible evidence of their past in their buildings, street patterns and open spaces and which contribute significantly to the distinctive identity of the locality. The setting of buildings within their plots and the density of development, can be characteristic of a place and the intensification of development, or the subdivision of plots, based on suburban plot shapes and modern expectation of size, can often conflict

with the characteristic grain or settlement pattern of the District's historic towns and villages. ~~Account must therefore be taken of the layout and form of development so that new proposals are best suited for the location.~~

- 6.4.85 ~~The need for higher density housing on previously developed sites can have an impact on historic sites as well as other sites outside the historic areas.~~
- 6.4.86 The topography of the District means that development is often seen from a distance or from above. The treatment of the roofscape is therefore a crucial element in the overall design. Other important aspects may include the openness of a view, and more obvious features, such as tree cover and the immediate setting of particular buildings. The style of a building can be important, but more often, especially in conservation areas where there can be considerable variety in style, it is the scale, massing and disposition of buildings which provide the predominant character framework. ~~With regard to the impact of a proposed development should not have a detrimental effect on views into and out of a Conservation Area, the Local Planning Authority will need to be satisfied that there is.~~ Within Winchester City, particular note should be taken of the special qualities of the city and its setting as required under WIN1 and of views to and from key buildings as required under WIN3.
- 6.4.87 Schemes should not rely on screening by existing landscaping if they would be unacceptable had the existing planting been absent. Where existing landscaping contributes to the character of the conservation area, applicants should include measures in their proposals for its retention, in full or part, and mitigation where it may be lost.
- 6.4.88 ~~Proposals to extend an historic buildings in Conservation Areas require careful consideration and these should not detract from the character and appearance of the area. Many historic properties in Conservation Areas are small and modest in scale so it is important that the extension does not dominate the existing structure. Whilst there is a view that deliberate change to an historic building should be distinguishable on inspection, the degree of distinction must take account of the aesthetic qualities of the place. A subtle difference between new and existing is more likely to meld into the local characteristics of the area than a jarring contrast.~~
- 6.4.89 ~~alterations to individual heritage assets~~ The cumulative impact of small but ~~P~~poorly conceived ~~damaging~~ alterations can ~~dilute the overriding character of an area to its detriment~~ can have a very damaging effect on the overall character and appearance of a Conservation Area. . For example, the replacement of traditional doors, windows and roofing materials with modern equivalents using unsympathetic materials or designs, or the removal of boundary walls or chimneys, will erode the character of a street or village. Where planning permission is required for alterations or where permitted development rights are removed by means of an 'Article 4 Direction' these should contribute to the character of a Conservation Area and be undertaken in a sensitive manner.
- 6.4.90 In Conservation Areas the design details of proposals are particularly important and need to be considered in context with the characteristics of the local area. Applicants are advised to make pre-application enquiries with the

planning authority's historic environment specialists to avoid, as far as possible, schemes which are unlikely to be acceptable in principle or which will have detrimental effects on character as a whole.

- 6.4.91 Applicants should supplement their proposals with sufficient information about the height and plan form of adjoining buildings to allow the impact to be tested, both in the immediate vicinity and in the wider context. For more significant schemes, sketches and drawings should illustrate the three dimensional form. Applications that do not submit sufficient information to enable assessment of the impact of their proposals on conservation areas may be refused.

Policy DM27 – Development in Conservation Areas

Within Conservation Areas, development proposals which ~~preserve~~ conserve or enhance the character, ~~or appearance~~ or special architectural or historic interest of the area, and accord with other relevant policies, will be permitted provided:

For new buildings they:

- (i) respond sympathetically to the historic settlement pattern, views, plot sizes and plot widths, open spaces, townscape, roofscape, trees and landscape features;**
- (ii) are of a height, massing, materials, plan form, roofscape and grouping of buildings in scale and harmony with adjoining buildings and the area as a whole. The proportions of features and design details should relate well to each other and to adjoining buildings;**
- (iii) include good quality building materials appropriate to the locality and sympathetic in colour, profile and texture;**
- (iv) ensure that walls, gates and fences are, as far as possible, of a kind traditionally used in the locality.**

For extensions and alterations they:

- (a) respect the character, scale, massing and plan form of the original building and do not dominate principal elevations;**
- (b) use appropriate materials and detailing and do not result in the loss of features that contribute to the character or appearance of the Conservation Area, which may include original architectural details, natural features, trees, hedges, walls, fences, open areas, ground surfaces and archaeological sites, as well as buildings and groups of buildings;**
- (c) do not involve the erosion of character, such as the unsympathetic use of windows, doors or conservatories made of non-traditional materials or the replacement of traditional roofing materials with inappropriate ones;**
- (d) integrate incorporate any energy efficiency and or energy generation measures into the design of the proposals in a manner that to limits their impact on character.**

- 6.4.92 Within Conservation Areas, the ~~general~~ presumption will be in favour of retaining buildings or structures which make a positive contribution to the architectural or historic interest of the area, even if change of use and some alteration is necessary. Consent for demolition of such buildings will be granted only in exceptional circumstances where a building is beyond repair and incapable of ~~economic-beneficial~~ use or the cost of bringing it into use is greater than the benefit of retaining it. Demolition may exceptionally be allowed where the benefits to the conservation area of the proposed redevelopment would be greater than the harm caused by the demolition. In such cases, the significance of the building itself and its contribution to the significance of the conservation area as a whole would need to be considered. Important factors would be effects on the character of the conservation area and its special qualities.
- 6.4.93 Sometimes buildings are acquired with a view to demolition and redevelopment, or owners allow them to fall into disuse and neglect in the hope that they will get planning permission to redevelop a site. To discourage such practices, where buildings make a positive contribution to a conservation area, evidence will be needed that the property has been offered for sale for a reasonable time at a price that reflects its condition, rather than its redevelopment potential.
- 6.4.94 The Local Planning Authority monitors heritage assets to assess whether they are at risk from neglect and decay and has compiled a register of “Heritage at Risk”. This not only includes designated heritage assets, but may also include un-designated assets where they appear on the Council’s “Local List of Heritage Assets”, or where their significance is revealed to be important through the course of considering development proposals. The Local Planning Authority will use its statutory powers to prevent the unnecessary loss of such buildings.
- 6.4.95 Where permission for demolition is granted, the Local Planning Authority will wish to prevent clearance of a site unless there is an intention of implementing the replacement scheme immediately, to avoid leaving unsightly gaps in conservation areas. ~~Steps will be taken by use- This will be controlled by means of conditions or planning obligations to ensure that there is a high degree of certainty that the conservation area will not be harmed by pre-emptive demolition.~~

Policy DM28 – Demolition in Conservation Areas

Within a Conservation Area, planning permission will only be granted for proposals involving the demolition, in whole or in part, of unlisted buildings or structures where the existing building or structure:

- (i) makes no positive contribution to the character, appearance or historic interest of the area, either individually or as part of a group, or in more general views within or from outside the conservation area; or**
- (ii) is demonstrated to be incapable of repair or adaptation so as to extend its useful life.; or**
- (iii) where the proposed redevelopment would enhance or better**

reveal the significance of the Conservation Area.

Planning permission will be conditional on a contract for the approved development work being let prior to any demolition work being undertaken.

Heritage Assets

- 6.4.96 It is very important that changes affecting heritage assets do not harm their special interest and policy DM29 applies to designated and ~~un~~non-designated assets. This applies not only to a change of use, but to proposed alterations or additions, and to development affecting their setting. The setting of a heritage asset, which may be limited to its immediate surroundings or include land some distance away, can often make a major contribution to its special interest. Insensitive development within the setting of a heritage asset or inappropriate changes to the landscape forming part of its setting can be damaging to its special interest.
- 6.4.97 When assessing the degree of harm caused by the loss of a heritage asset, or by physical alterations or changes of use, regard will be had to the significance of the asset and the scale of any harm or loss caused. The extent of any harm will be weighed against the public benefits of the proposal. The loss of a designated asset or substantial harm to or total loss of the significance of a designated asset will generally not be acceptable, subject to the considerations specified in national planning policy.
- 6.4.98 In determining applications for Listed Building Consent or planning permission it is essential to have sufficient information on the likely impact of the proposals on the special architectural or historic interest of the building and its setting. Submissions should include a description of the significance of any heritage assets affected by the proposals, including any contribution made by their setting. The level of detail should be proportionate to the importance of the heritage asset.
- 6.4.99 As heritage assets are irreplaceable, any harm or loss should require clear justification, and applicants will need to show that the benefits of their proposals outweigh any harm to special interest. Where it is clear that a heritage asset has been deliberately neglected or that damage has been caused in the hope of achieving consent, the deteriorated state of the heritage asset will not be taken into account in any decision.
- 6.4.100 The setting of heritage assets is varied and may include elements of townscape or landscape, including wider or more distant views. Proposals for new development should respect setting and not result in the loss or degradation of important views to or from the asset such that they harm the significance of the asset. The scale of development need not be large for the impact to be significant. For example, the formation of a parking area in a front garden, or the subdivision of grounds by fencing or other means of enclosure, can have a dramatic effect.

6.4.101 The cumulative effect of a series of apparently minor changes can also have a significant effect on the general ambience of a place, and careful consideration of all proposals is required.

Policy DM29 – Alterations to Heritage Assets

The loss of a designated asset will only be permitted in exceptional circumstances. of a heritage asset, whether designated or non-designated, or Works which would cause an unacceptable level of harm to the special interest of heritage assets or its their setting, or would lead to the unsympathetic subdivision of its-their grounds, will not be permitted.

Alterations, additions or other works affecting the special interest of a heritage asset shouldwill only be permitted where they accord with other relevant policies and;

- (i) retain the historic plan form and structural integrity of the building are retained;**
- (ii) retain the architectural and historic features forming part of the special interest of the building are retained;**
- (iii) ~~the work~~ reinforces the intrinsic character of the building through the use of appropriate materials and details;**
- (iv) ~~the works do~~ not harm the special interest of buildings or structures forming part of the curtilage of the heritage asset.**

Where alterations are permitted, there should be appropriate recording of those parts of the heritage asset or its setting affected by the works and conditions may be imposed to secure this.

6.4.102 To ensure that listed buildings continue in a beneficial use, it may be necessary for a new use to be permitted. It is, however, important that the use is appropriate to the character of the building and that its essential features which contribute to its significance are retained.

6.4.103 The Local Planning Authority aims to safeguard the long-term future and continued maintenance of listed buildings. Ill-considered proposals, which make use of one part of the building without proper regard for the remainder, can be prejudicial to the well-being of the whole building. To enable the true impact to be assessed, changes required to meet statutory regulations, including environmental, sustainability, fire and building regulation controls need to be fully understood at the outset and should be detailed as part of the proposals. Where such changes require additional consents, other necessary applications should be submitted and determined in parallel.

6.4.104 The under-use of upper floors can be a particular problem in the larger commercial centres. This is unsustainable and acts as a disincentive to repair and maintenance. Unless necessary for the efficient and viable use of the

ground floor, the use of upper floors solely for shop storage purposes will be discouraged where the existing building is capable of use as residential or commercial accommodation, without detriment to its special interest.

- 6.4.105 Many cellars within the centre of Winchester and other historic settlements are of archaeological interest, often pre-dating the present buildings. Proposals should seek to preserve them and where appropriate bring them into low impact use.

Policy DM30 – Changes of Use of Listed Buildings

In order to protect the character of listed buildings and to secure the retention of their special interest, proposals for changes of use which accord with other relevant policies will be permitted provided they;

- i) deal comprehensively with the intended use and operation of the whole building and site, and contain sufficiently detailed information to understand the full impact of the proposals internally and externally;**
- ii) propose a use which would not be harmful to the special interest of the building. ~~Proposals which would result in the under-use of the building especially upper floors, or inappropriate use of cellars, will not be permitted;~~**
- iii) involve a building that is capable of beneficial use without considerable alteration and consequent loss of special interest.**

Where listed building consent is required for associated alterations, an application should be submitted in parallel with the planning application for change of use.

- 6.4.106 The special character of the District owes much to the rich heritage of buildings, structures and means by which man, over the centuries, has managed the land, city, market towns and villages. Historic structures whether they be derived from the residential, agricultural, commercial, cultural or industrial past often add richness and distinctiveness to local places but might not justify statutory protection on a national scale of significance. The compilation of a list of local heritage assets means that the community has an influence in the identification of valued heritage assets which contribute to their environment and flags up the desirability of their conservation.

- 6.4.107 It is proposed to compile a list of locally ~~significant~~ important heritage assets. These are buildings, monuments, sites, places, areas or landscapes identified having a degree of heritage significance, but which do not have merit a formal designation. Whilst local listing of a heritage asset does not bring additional consent requirements over and above those required for planning permission, buildings or structures recognised by their inclusion on the list merit consideration in planning matters. The planning authority will be able to make a balanced judgement having regard to the scale of any harm or loss and the significance of the heritage asset to the area's character. As

such, the contribution and conservation of locally listed heritage assets will be a material consideration in planning decisions that directly affect them or their setting.

6.4.108 Selection of structures for inclusion in the list needs to be objective if it is to be considered reliable. The planning authority has therefore devised the criteria in policy DM31 and a selection and review process to be followed, and this will be set out in more detail in a Supplementary Planning Document (SPD) to be prepared Appendix D. The absence of any particular heritage asset on the local heritage list should not be taken to imply that it has no heritage value, simply that it does not currently meet the selection criteria or that its importance has yet to be identified. The heritage value of an asset may emerge during the course of a planning application and where assets are worthy of consideration for local listing, Policy DM31 will apply.

6.4.109 Where the planning authority considers that the exercise of permitted development rights would undermine the aims of locally listed heritage assets, it may consider the use of an Article 4 Direction to ensure any permitted development is given due consideration.

6.4.110 Winchester's Historic Environment Record provides the ideal means by which information supporting the local heritage list can be accessed by the public. Information supporting the nomination and selection process will be integrated into the Historic Environment Record in a consistent manner and will be set out in the proposed SPD.

Policy DM31 – Locally Listed Heritage Assets

~~The Planning Authority will compile a list of locally significant heritage assets taking account of the criteria summarised below and detailed at Appendix D:~~

- ~~i) — Design value~~
- ~~ii) — Group value~~
- ~~iii) — Archaeological interest~~
- ~~iv) — Designed landscape structures~~
- ~~v) — Landmark status~~
- ~~vi) — Rarity~~
- ~~vii) — Local distinctiveness~~
- ~~viii) — Evidential value~~
- ~~ix) — Historic association~~
- ~~x) — Social & communal value~~

~~Criteria i) – vii) are weighted higher than criteria viii) – x). In order to be considered for local listing, buildings should satisfy at least 2 criteria, one of which should be from i)– vii). Buildings or structures meriting inclusion in the list will be recorded and integrated into the Winchester Historic Environment Record.~~

~~Where planning permission is required for buildings or structures that are on the list of locally significant heritage assets, or that are~~

considered worthy of future inclusion on the list, the heritage significance of the asset will be a material consideration when determining the application.

The demolition or damaging alteration of such buildings or structures on the list will be permitted only where it can be demonstrated that retention or less damaging alteration is not feasible, or where the benefit derived from the loss or alteration is overwhelmingly in the interests of the locality.

When permission is granted for demolition or alteration of a building or structure on the local list of heritage assets, the applicant will be expected to secure building recording to the appropriate level as required by condition.

The List of locally significant heritage assets will be reviewed and updated from time to time.

6.4.111 Changes in agricultural and industrial practices and demands have resulted in a number of rural and industrial buildings and structures falling into disuse. ~~Permitted development rights on the re-use of agricultural buildings now allow conversion of agricultural buildings in specific circumstances to residential (Class C3) use following a “prior notification” process. Where this does not apply, and where rural buildings have become redundant, and cannot be used for suitable ancillary purposes, storage, employment, or community uses, generally require less alteration to the fabric of the building than residential conversion and are therefore preferred as they are more likely to retain the character of the building. Some of these buildings and structures will have historic or architectural value and~~ the planning authority will consider whether or not there is justification to include a redundant building on the local list as an “un-designated heritage asset”.

6.4.112 The character of many farm buildings is derived from their simplicity, openness of interior, lack of window openings and an uninterrupted roof plane. Their ~~juxtaposition~~ relationship with other rural buildings as a group may also add to their interest and the character of the area.

6.4.113 Many agricultural buildings may remain in use for a variety of purposes well suited to their design and character. The local planning authority wishes to ensure that such buildings are maintained in a good state of repair and continue to be used for a purpose to which they are best suited. Conversion to uses which support the rural economy whilst continuing to contribute to the character of rural areas will be supported. Methods of conversion to a more economically attractive use which result in harm to character and compromise the alterations required for adaptation will be resisted where consent is required and alternative means of incorporating change will be sought.

6.4.114 The very nature of farm buildings (e.g. barns, granaries etc) means that inherent conflicts can arise when adapting them to a use requiring the

subdivision of spaces and the introduction of openings where few, if any, exist. English Heritage, in its 2006 Guidance “The conversion of Historic Farm Buildings” advocates a strong general presumption against residential conversion of listed farm buildings and the Local Planning Authority supports that stance.

- 6.4.115 Whilst the District does not have a large number of industrial buildings compared to other parts of the country, it does have a number of mills, forges, pumping stations and other structures, which are of architectural merit and historic interest. Industrial buildings are often very individual in character with their architectural and historic interest reflecting the function and requirements of the processes involved in their original use. Finding suitable new uses for such buildings when they become redundant is challenging and similar principles to those for rural buildings will apply for their conversion. A new use, which includes some degree of public access will usually be considered preferable where the building has an important interior.
- 6.4.116 Where the building adjoins, or is in close proximity to another use, the possibility of it remaining largely unaltered and serving as a subsidiary role needs to be fully evaluated. A number of barns operate in this way, providing ancillary facilities for the main residence close by. This provides a function for the building, enhances the prospects of repair and maintenance, and avoids the need to erect new structures in the grounds, which can also be problematic. An ancillary use involving minimal alterations will always be preferable to residential conversion.
- 6.4.117 Providing the conversion is undertaken in a manner which respects the essential features and characteristics of the building and its setting, new employment and storage uses can be a valuable means of generating income for the repair and maintenance of an otherwise redundant building. Employment uses can also allow a degree of public access to be achieved, which enables the special interest of the interior to be appreciated.
- 6.4.118 There may be instances where an exception to normal policy may need to be made. A barn isolated from its farmstead and now forming part of a residential community may be unsuited to employment use due to traffic considerations, etc. With its original purpose gone, an acceptable alternative use is required if the building is to receive the care and maintenance needed for long term survival.
- 6.4.119 Residential development in the countryside is not generally permitted under MTRA4 (Development in the Countryside). Residential conversions of rural buildings will therefore not be permitted unless this is the only means of ensuring the retention of the building and its character. Conversion to residential use will always be seen as a last resort, and alternatives such as employment and community uses must be evaluated in the first instance with evidence produced to support any claim that non-residential uses are not viable. Permitted development rights on the re-use of agricultural buildings now allow conversion of agricultural buildings in specific circumstances to residential (Class C3) use following a “prior notification” process. Where this does not apply, and where rural buildings have become redundant, proposals will be considered having regard to the above.

- 6.4.120 Conversions that require substantial reconstruction or demand a high level of intervention to achieve the structural needs of the new use, are unlikely to be sympathetic. It is important to establish at the outset the nature of the work required to implement a conversion scheme and applicants are encouraged to submit concurrent planning and, if necessary, listed building applications supported by full measured drawing of the existing building and the proposal for conversion, to enable a judgement to be made.
- 6.4.121 Proposals for the conversion of a building which forms part of a group should consider and provide information concerning the intended use of the other buildings. This is to ensure that the conversion of one building does not pre-empt a mix of uses, which will secure a more favourable future for the whole group and. ~~It is also important~~ to ascertain how the new use will fit into the overall operation, if the historical and visual integrity of the group is not to be compromised. The new use should not only secure the future of the particular building which is the subject of the application, but also help to maintain or enhance the immediate environment, including other buildings in the group.
- 6.4.122 The setting provided for farm and other rural buildings is very important and a good conversion can often be marred by the use of inappropriate landscaping, for example. The problem is often greatest with residential conversions, but other uses can also give rise to difficulties. This matter is so fundamental that it needs to be resolved at the outset and permission is unlikely to be granted in the absence of sufficient information to ensure the intrusion of residential curtilages within rural agricultural landscapes is avoided. Policy DM23 (Rural Character) should also be considered in relation to proposed developments.

Policy DM32 – Undesignated Rural and Industrial Heritage Assets

The change of use of redundant agricultural and other rural or industrial buildings of historic or architectural interest will be permitted provided it accords with other relevant policies and:

- (i) the building is capable of conversion without significant structural alteration or replacement, or changes which would be detrimental to the distinctive character and historic interest of the building or its setting, its historic fabric, or features. If appropriate, a significant proportion of the building's interior should be left un-subdivided to maintain its spatial qualities;**
- (ii) the building is incapable of being used in a ~~more suitable way~~ manner that is less harmful to its historic or architectural interest, or its setting;**
- (iii) if the building is proposed for residential conversions, that it can be demonstrated that other uses have been properly considered and justifiably discounted**
- (iv) if the building forms part of a complex of agricultural or**

industrial buildings, a comprehensive strategy is put forward which shows clearly demonstrates the effects on all heritage assets and their settings.

Shopfronts and Signage

6.4.123 Shopfronts make an important impact on the street scene in shopping areas and influence the quality of the environment, particularly in Conservation Areas. Whilst well designed shopfronts make a positive contribution to the appearance of a street, insensitive and obtrusive shopfronts spoil the character of the area. Shopfronts are often regarded as transient features of a building but it is important that historic examples, including the best of those installed in the 20th Century, are retained or restored, and others are sensitively adapted to meet modern needs. Of particular interest will be those historic shopfronts which form part of listed buildings and unlisted buildings in conservation areas, or other undesignated heritage assets.

6.4.124 The City Council produced “Design Guidance for the Control of Shopfronts and Signs” in response to the trends towards standardised shop design and the imposition of corporate identities regardless of the building involved. This document will be updated periodically and is principally aimed at guiding the design of new shopfronts affecting heritage assets, where the Planning Authority has greatest control, but is also applicable to shopfront design generally in the District.

6.4.125 **Blinds and canopies.** Retractable blinds and canopies are traditional elements of the commercial streetscene and well designed blinds and canopies which form an integral part of the overall design of the shopfront will be permitted. Non-retractable canopies and blinds, or those which are garish and obtrusive, or whose principal function is to advertise will not be permitted, particularly in the conservation area, the designated Area of Special Advertisement Control or on listed buildings.

6.4.126 **Shutters.** There is a range of security measures that can be used to protect shopfronts, including the security shutter. When placed internally with an open lattice grille, the display function of the window is maintained outside shopping hours, and improved protection is provided for the premises. Where solid, impermeable shutters or external solid shutters are incorporated they tend to mar the appearance of the building and deaden the shopping street to the detriment of the attractiveness of commercial areas and the night time economy. They are therefore rarely an appropriate solution and will be resisted in town and village centres.

6.4.127 **Blanked out shop windows.** There is a trend to use the space occupied by shopfronts internally to locate additional shelves or displays of goods or services for sale, with the window being blanked out to create the additional “wall space”. This harms the appearance of a shopping street by removing tangible demonstrations of retail or commercial activity. This is particularly evident at night time where the darkness and loss of natural surveillance can inhibit the attractiveness of a street for the night time economy. Where

additional space is required inside a shop, the inclusion of a shopfront display will be encouraged. The use of blanked windows with advertisements for goods or services will also be strongly resisted.

- 6.4.128 **ATMs and Visual Display Screens.** Automated Teller Machines (cash machines) and visual displays are an increasingly common and useful part of the shopping experience and the City Council will support the installation of well located and designed examples. If it is necessary to install a unit within a surrounding panel, the design should ensure that the shopfront does not become blanked off altogether, nor used as a means of additional advertisement display which can be detrimental to the overall character of the building or street scene by introducing additional visual clutter.

Policy DM33 – Shopfronts

Proposals that alter or replace existing shopfronts which currently contribute to the character of the building or area, will only be permitted if they continue to preserve or enhance the character of the area and are designed to relate closely to the overall character of the building in terms of scale and style. New shopfronts in conservation areas should normally incorporate traditional design elements and materials.

Blinds and canopies will be permitted providing the size, colours, design and materials are appropriate to the character of the building.

Shutters requiring planning permission will only be permitted where they are designed as an integral part of the shopfront and allow visual permeability into the shop when in use. Solid external shutters which obscure the shopfront will not be permitted.

Permanently blanked out shopfronts will not normally be permitted. Advertisement on the surrounds of automated cash machines and visual display screens will not be permitted

- 6.4.129 Signage on buildings and within the streets normally requires advertisement consent and can, when well designed and located, add vitality and interest to a commercial centre. Poorly designed signage schemes can seriously affect the appearance and character of the area and create physical as well as visual clutter. In conservation areas in particular, careful control over the design, form, size, location and materials used for signs is needed to ensure they are in keeping with the area and the buildings they serve. The use of signs can contribute to visual and physical clutter and this will be a consideration when determining applications for their display.
- 6.4.130 Traders which lie off the main commercial thoroughfares of the District's main centres can be at a disadvantage in terms of attracting footfall. Well designed and located signs may therefore be acceptable providing they accord with the "Design Guidance for the Control of Shopfronts and Signs". However, Advanced Warning Signs (A-Boards and other free standing signs)

are unnecessary in the main shopping streets of Winchester which have high footfall. Where they are in close proximity to street furniture, market stalls, The Buttercross or The Pentice and other architectural features, they can cause physical obstructions as well as visual clutter. Premises trading on these main streets will therefore not be permitted to display Advanced Warning Signs. Where permitted, ~~only one~~ Advanced Warning Signs will be allowed limited to one per premises advertised, also taking account of any cumulative impact, and the City Council will take appropriate action to remove unauthorised signs within the main town and village centres of the District.

Policy DM34 – Signage

In order to maintain commercial and visual attractiveness, consent will be granted for advertisements and signs which conform to the guidance below and the City Council’s ‘Design Guidance for the control of Shopfronts and Signs’.

~~illuminated signs, fascias and letters will only be permitted within conservation areas where they support a night time business.~~
Internally illuminated signs will not be permitted within conservation areas.

Where consent is required, hanging or projecting signs will only be permitted where they do not contribute to visual clutter or detract from architectural features on the building. These will be expected to be located at fascia level, unless replacing existing historic signs.

Advanced Warning Signs (A-Boards and free standing boards) will be permitted only where they conform to the City Council’s Design Guidance for the control of Shopfronts and Signs and are directional in their message. General advertising of particular goods for sale will not be permitted.

Where cafes and restaurants are permitted to locate tables and chairs on the highway, advertisements will not normally be permitted on banners or hoardings surrounding them.

In Winchester City Centre, Advanced Warning Signs will not be permitted for premises located on the High Street, Broadway, Upper High Street, St Georges Street and Jewry Street.