

Part of the Winchester District Development Framework

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

## **Pre-submission January 2012**



**Head of Strategic Planning  
Winchester City Council  
City Offices  
Colebrook Street  
Winchester  
Hampshire  
SO23 9LJ**

**Tel : 01962 840 222  
Email : [LDF@winchester.gov.uk](mailto:LDF@winchester.gov.uk)**

**Director of Planning  
South Downs National Park Authority  
Rosemary's Parlour,  
North Street,  
Midhurst,  
West Sussex,  
GU29 9SB  
Tel : 0300 3031053**

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please let us know**

## **Foreword**

This part of the Local Plan forms a key element of the Winchester District Development Framework and has been prepared following extensive consultation and evidence gathering since 2007. It takes forward a range of issues critical to the future of the District, looking ahead to 2031.

There have been major changes to planning in the District during the formulation of this Plan, with the introduction of Localism, the Government's intention to remove Regional Strategies and revised planning guidance published in the draft National Planning Policy Framework. The City Council has taken on board these elements, including the need to assess local housing requirements, through its award winning 'Blueprint' process. In addition, a large part of the District now lies within the South Downs National Park and this Plan is a joint policy approach providing planning guidance and certainty for the whole of the Winchester District.

This Plan reflects local views and aspirations, which seek to retain the District's attractive towns, villages and countryside as desirable places to live, work and play. The City Council is keen to work with local communities and businesses in implementing the Plan to achieve these aims and to deliver sustainable communities.

Cllr Rob Humby

Portfolio Holder for Planning and Enforcement



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Policy WT2 - Strategic Housing Allocation – North Winchester

Policy WT3 - Bushfield Camp Opportunity Site

Policy SH1 - Development Strategy for South Hampshire Urban Areas

Policy SH2 - Strategic Housing Allocation – West of Waterlooville

Policy SH3 - Strategic Housing Allocation – North Whiteley

Policy SH4 - North Fareham SDA

Policy MTRA1 - Development Strategy Market Towns and Rural Area

Policy MTRA 2 - Market Towns and Larger Villages

Policy MTRA 3 - Other Settlements in the Market Towns and Rural Area

Policy MTRA 4 - Development in the Countryside

Policy MTRA 5 - Major Commercial and Educational Establishments in the Countryside

### *Active Communities*

Policy CP1 - Housing Provision

Policy CP2 - Housing Provision and Mix

Policy CP3 - Affordable Housing Provision on Market Led Housing Sites

Policy CP4 - Affordable Housing on Exception Sites to Meet Local Needs

Policy CP5 - Sites for Gypsies, Travellers and Travelling Showpeople

Policy CP6 - Local Services and Facilities

Policy CP7 - Open Space, Sport and Recreation

### *Prosperous Economy*

Policy CP8 - Economic Growth and Diversification

Policy CP9 - Retention of Employment Land and Premises

Policy CP10 – Transport

### *High Quality Environment*

Policy CP11 - Sustainable Low and Zero Carbon Built Development

Policy CP12 - Renewable and Decentralised Energy

Policy CP13 - High Quality Design

Policy CP14 – The Effective Use of Land

Policy CP15 - Green Infrastructure

Policy CP16 - Biodiversity

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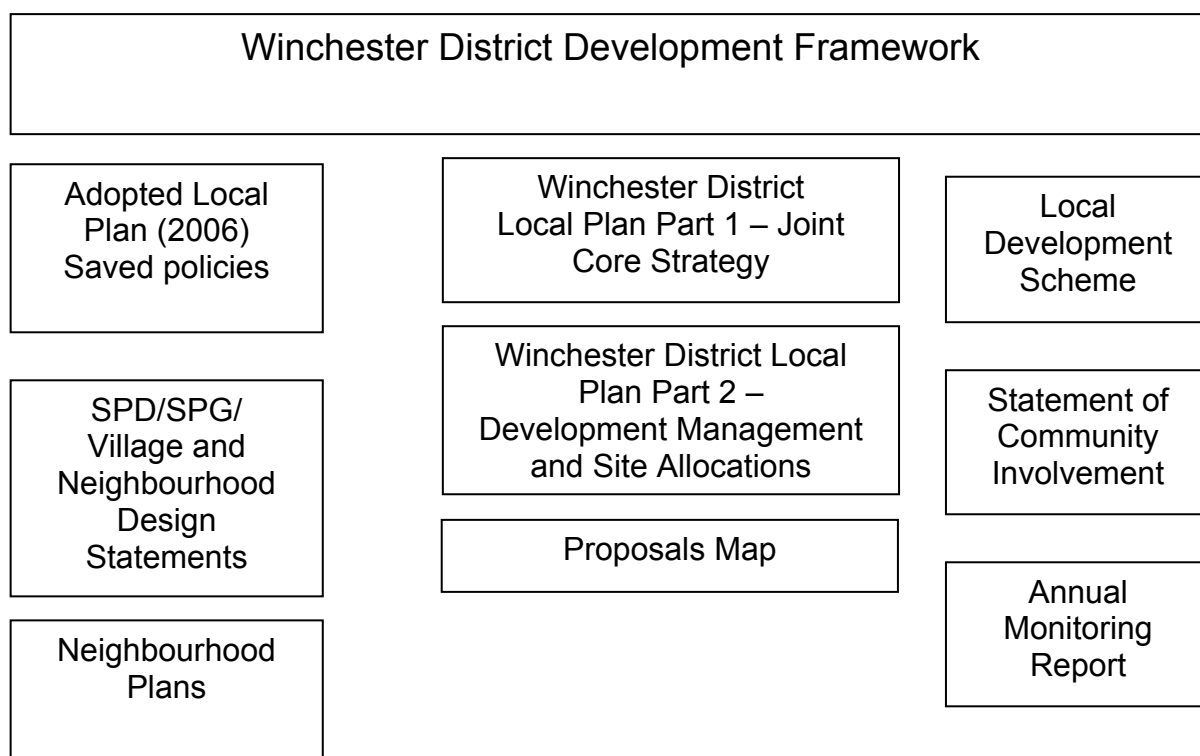
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## 1.0 INTRODUCTION AND BACKGROUND

### **The Winchester District Development Framework and Winchester District Local Plan Part 1 – Joint Core Strategy**

- 1.1 The Winchester District Local Plan Part 1 - Core Strategy is the key document in the Winchester District Development Framework (LDF). This is not a single Local Plan but a compilation of documents that express the Council's strategy for the development and use of land in the District, including that part within the South Downs National Park and includes the following elements :-



- 1.2 All planning documents prepared under the LDF must conform to the Local Plan Part 1. The LDF must also reflect other plans and strategies in the area prepared not only by the Council but also its partners and wider community.
- 1.3 As over 40% of the District by area (and 16.6% by population) is within the South Downs National Park the Council has been working in partnership with the South Downs National Park Authority, which since April 2011 has been the local planning authority for the National Park, in producing this Local Plan. This is therefore a joint Local Plan which has been approved by both local planning authorities. The area covered by the South Downs National Park will have its own LDF in due course, which will then supersede the part of this Plan covering the National Park.
- 1.4 The Winchester District Local Plan Part 1 – Joint Core Strategy, will deliver those elements of Winchester District Community Strategy <sup>1</sup> which relate to the

<sup>1</sup> Winchester District Community Strategy 2010 – WCC/WDSP

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

- 1.1 use of land, setting out the strategic planning framework for the future of the Winchester District up to 2031. It will :-
- set out a spatial vision for the District, showing how it will change in the future in physical, economic, social and environmental terms to reflect the vision and outcomes of the Community Strategy.
  - set the strategic objectives and key policies for realising the vision.
  - identify the amount of development and broad locations for change, growth and protection, including allocating strategic sites.
  - set out an implementation and monitoring framework, together with a delivery plan to demonstrate how the infrastructure requirements necessary for the development strategy will be achieved.
- 1.2 The adopted Winchester District Local Plan Part 1 – Joint Core Strategy will replace various policies of the Winchester District Local Plan Review adopted in 2006. Those policies to be replaced and retained are set out in Appendix A to this Plan. The adopted Proposals Map has also been amended, so that it reflects up to date policy designations and allocations as included in this document.
- 1.3 This document follows earlier consultations and is the version that will be submitted to Government for independent examination as to its 'soundness'. There is a six week period, prior to formal submission when representations can be made on the strategy and policies contained in this Plan. Any representations at this stage must relate to the issues of 'soundness', which requires documents to be Justified (based on robust and credible evidence) and Effective (capable of being delivered and monitored). Any duly made representations which raise issues of soundness will be considered by a Planning Inspector during an Examination. There is also a legal requirement which includes tests relating to procedure and conformity.
- 1.4 The 6 week consultation period on 'soundness' commences on Wednesday 25 January 2012 to 12 March 2012. All documents can be viewed on-line and an on-line response form has been created to submit comments direct. These can be viewed and accessed at [www.winchester.gov.uk/jointcorestrategy](http://www.winchester.gov.uk/jointcorestrategy)
- 1.5 If you require a paper comment form please call 01962 840 222.

- 1.9 Any comments must be made in accordance with the guidance notes and on the correct representation form, and be submitted by 5pm on Monday 12 March 2012 to :-

Head of Strategic Planning  
Winchester City Council  
City Offices  
Colebrook Street  
Winchester  
Hampshire  
SO23 9LJ

Tel : 01962 840 222  
Email : [LDF@winchester.gov.uk](mailto:LDF@winchester.gov.uk)

- 1.10 Following the publication of this version in January 2012 the timetable for the remainder of the process is :-

Publish and consult on Pre-submission Plan	January 2012
Submission to Secretary of State	April 2012
Examination of the Submitted Plan	Summer 2012
Adoption	End 2012

- 1.11 A glossary is set out at Appendix B to provide an explanation for many of the terms used in this document. This document is set out in three key parts

- Introduction and background
- Spatial Strategies
- Core Policies

It will be necessary when considering development proposals to consider all the policies in this Local Plan along with those saved from the 2006 Local Plan Review and other elements of the Local Development Framework, as relevant.
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## **The Winchester District Local Plan Part 1 – Joint Core Strategy Preparation and Consultation**

- 1.12 Preparation of the Local Plan Part 1 – Joint Core Strategy commenced in 2007 under the heading of the LDF Core Strategy. The Council has undertaken a number of technical studies and actively engaged on an ongoing basis with its residents and businesses during the Plan's formulation. Full details of all the consultations and the evidence base can be viewed on the Council's website [www.winchester.gov.uk](http://www.winchester.gov.uk)
- 1.13 In summary, during Spring 2007 the Council encouraged community participation to investigate and discuss the concept of sustainable communities, as part of its 'Live for the Future' process. A range of techniques were used including community and stakeholder workshops, a young person's event plus an online questionnaire. The consultation was undertaken in the context of the requirements of the emerging South East Plan.
- 1.14 These explored the views, aspirations and concerns of the people that live, work and play in the Winchester District, and what they thought needed to change to make Winchester communities more sustainable in the future. The outcomes fed into the Issues and Options version of the Core Strategy and the first refresh of the Community Strategy, originally approved in March 2007.
- 1.15 An Issues and Options consultation was then undertaken during early 2008, with a series of workshops across the District. Several thousand responses were received commenting on the options and suggesting alternatives. This was followed with a number of stakeholder workshops to engage more fully with the key service providers, and to discuss community representatives' views on the options presented and ways forward, given the evidence base and community feedback.
- 1.16 The Core Strategy Preferred Option was published in May 2009 for consultation. During late 2009/early 2010 the Council considered responses to the Preferred Option and amendments to the Core Strategy to reflect the comments and evidence base. At that time the Government announced its localism agenda and followed this with a number of statements in relation to the status of Regional Strategies and proposed changes to the spatial planning system. In response, the Council launched its Blueprint consultation toolkit to engage with local communities to allow a 'bottom –up' debate as to the amount of growth and change that should be planned for at a local level.
- 1.17 'Plans for Places ...after Blueprint' was published for consultation during Summer 2011. This expressed the spatial development strategies for the District, incorporating the views and aspirations revealed during Blueprint, together with updated technical evidence including locally derived housing and population projections.
- 1.18 During Autumn 2011, the Core Strategy was re-titled the "Local Plan Part 1" and was agreed for publication, following more detailed discussions with those communities where additional development was to be planned and with technical experts in relation to the delivery and implementation of the range of District wide policies to be included.



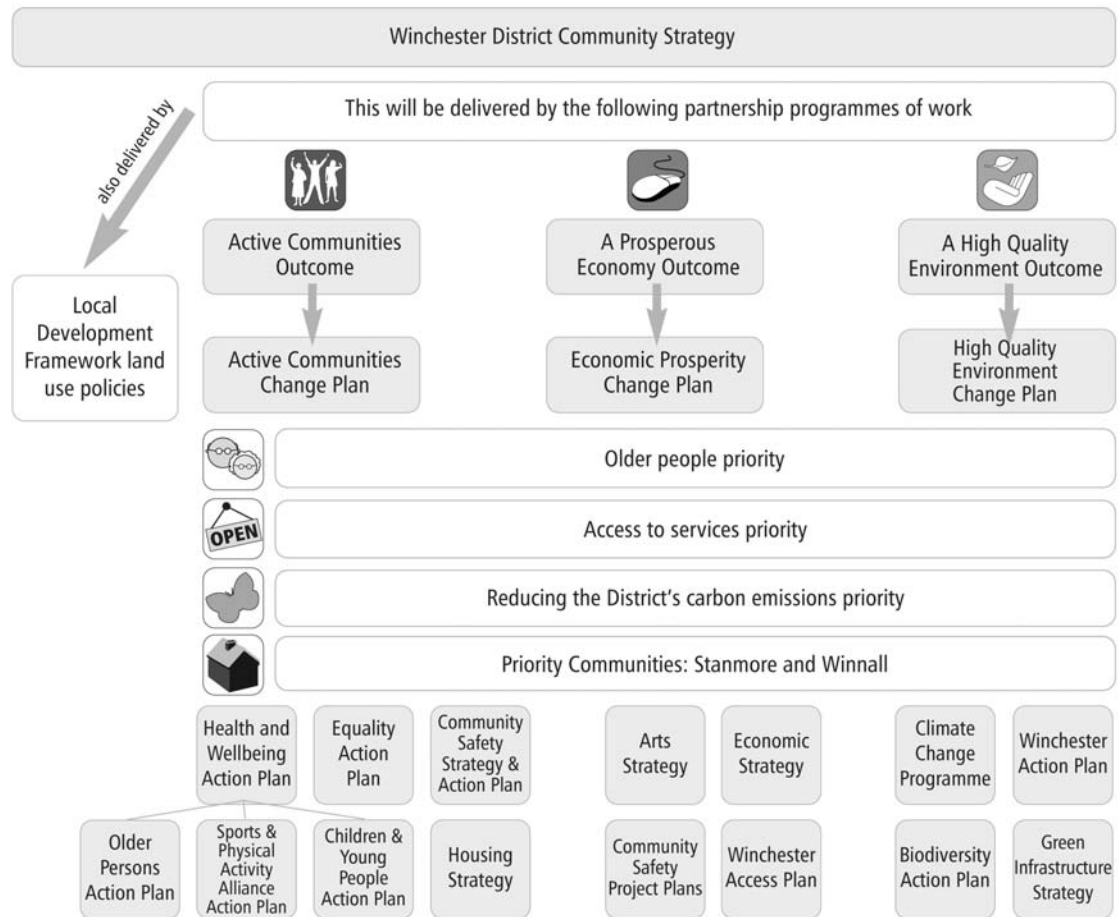
## **Winchester District Community Strategy**

- 1.19 The Winchester District Strategic Partnership (WDSP) prepared the Community Strategy for Winchester District following extensive consultation with local people, councils, businesses, voluntary organisations, and public sector services. It was originally adopted in March 2007 and refreshed in 2008 and 2010, [www.wdsp.co.uk/community-strategy/](http://www.wdsp.co.uk/community-strategy/) Its vision is:-

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

- 1.20 The Community Strategy and Local Plan Part 1 – Joint Core Strategy have evolved together, following early joint community engagement in 2007 and utilisation of a common evidence base. This has led to the Community Strategy now reflecting the different communities and economies that exist and taking a spatial approach to its programmes for the District.
- 1.21 The Community Strategy identifies three overarching outcomes – Active Communities, Prosperous Economy and High Quality Environment. Each outcome is supported by a statement of what is to be achieved, linked with a series of programmes which will be put in place to deliver the outcome.
- 1.22 In addition to the three outcomes, the WDSP has identified a number of important issues that require more urgent attention in the period 2010-2014. These are - older people, access to services and reducing the District’s carbon footprint, with priority neighbourhoods being identified at Stanmore and Winnall in Winchester.
- 1.23 A number of the programmes and priorities identified will rely on policies within this document (and other elements of the LDF) to assist their delivery. There is not a single delivery plan for the Community Strategy, each outcome has a supporting Change Plan which is monitored by the WDSP. There are also other specific action plans and strategies which work together with the LDF, as illustrated on the following page:

Winchester District Local Plan Part 1 – Joint Core Strategy



This list is not exhaustive, but gives you an idea of how the Community Strategy will be delivered. Each programme of work will contribute to more than one outcome, however for ease of presentation most have been aligned with their primary outcome.

To reinforce the relationship with the Community Strategy and its priorities, the Local Plan Part 1 – Joint Core Strategy includes a number of District-wide core policies listed under the relevant outcomes of the Community Strategy.

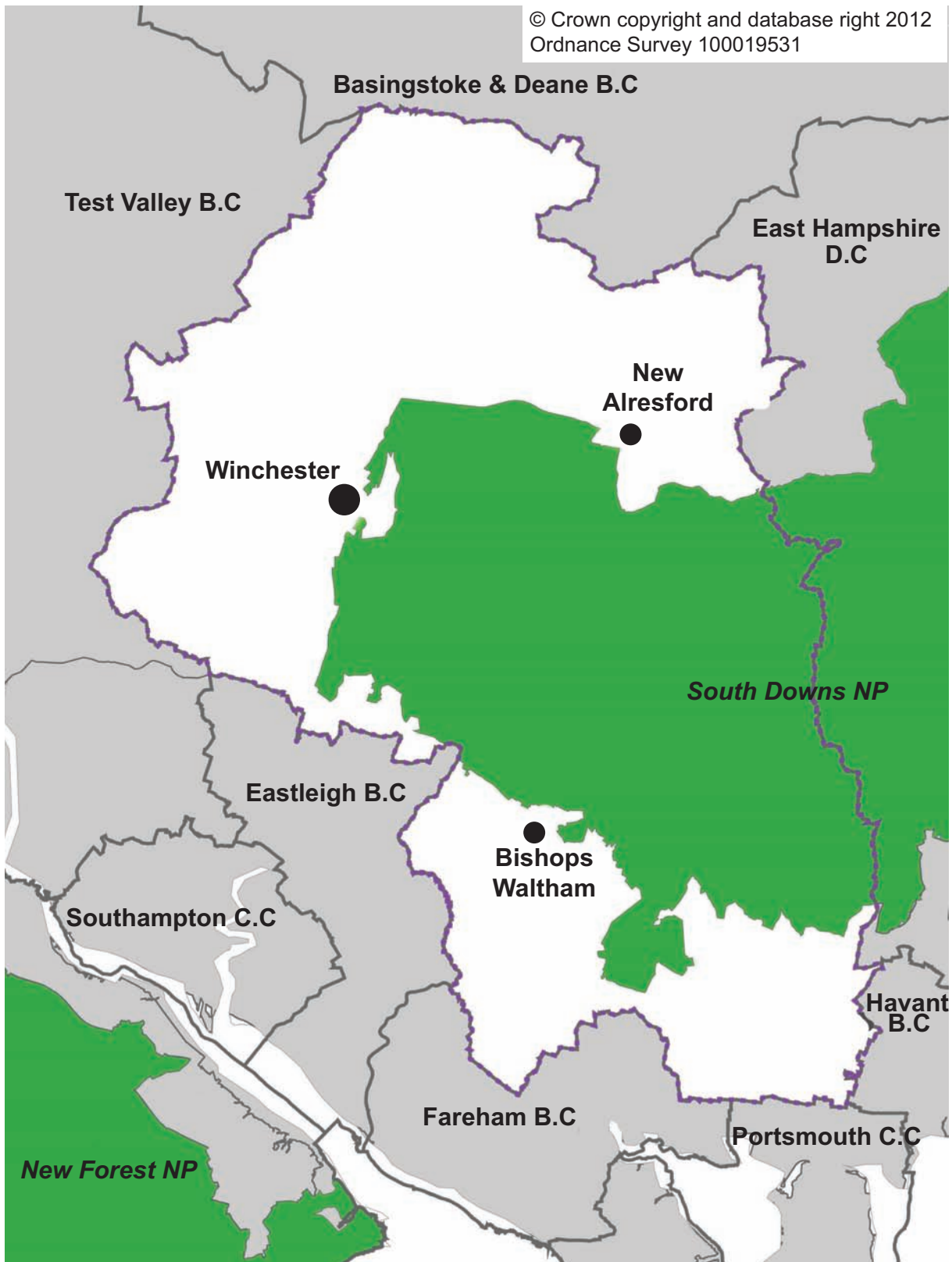
## **Sustainability Appraisal, Strategic Environmental Assessment, Habitats Regulations Assessment and Equalities Impact Assessment**

- 1.24 Sustainability Appraisals (SA) which include a Strategic Environmental Assessment (SEA) have been undertaken during the production of this Plan, to ensure that the policies and proposals accord with the principles of sustainable development.
- 1.25 Strategic Environmental Assessment (SEA) considers the potential impacts of planning proposals on the environment and is a requirement of European legislation. In England, Strategic Environmental Assessment is incorporated into the SA process and consideration of social and economic issues is dealt with to the same level as environmental matters. The SA of Development Plan Documents is required by UK and European legislation.
- 1.26 There is also a requirement introduced by the European Community's Habitats Regulations (HRA) - Council Directive 92/43/EEC for an Appropriate Assessment of the potential significant effects of a plan on European sites designated for their nature conservation importance. These include Special Areas of Conservation (SAC), Special Protection Areas (SPA) and International Ramsar Sites (RAMSAR).
- 1.27 This Plan has been subject to SA/SEA and HRA and the results of these assessments can be viewed on the Council's website [www.winchester.gov.uk](http://www.winchester.gov.uk). These have informed the evolution and formulation of this Plan.
- 1.28 Whilst the SA/SEA process examines the concept of sustainability through consideration of social, economic and environmental impacts, there is also the matter of health and equality which must be incorporated into policy formulation. Accordingly, the SA/SEA framework includes a specific section on health under the objective "to improve the health and well being of all". Equality however, falls outside this remit, but it is a requirement of the Council under the National Equality Framework to include this element in fulfilling its duties in relation to promoting equality in service provision.
- 1.29 This Plan has been assessed in accordance with the City Council's Equality Assessment Process which examines the impact of the policies on gender, age, race, disability and health, sexuality, religion and belief along with other more general categories such as those on low incomes, those living in a rural area or those with caring responsibilities, etc. The results of this assessment are also available on the Council's website.

## **Other Plans and Strategies**

- 1.30 The Local Plan Part 1 – Joint Core Strategy has been influenced by various plans and strategies, produced by the Council, its partners and neighbouring authorities. This is crucial to ensure that it takes into account the many elements that impact on the lives and businesses of individuals and communities within the District. Relevant documents are referred to within the text and listed in Appendix C as they form part of the evidence base.  
<http://www.winchester.gov.uk/EnvironmentAndPlanning/Planning/LocalDevelopmentFramework/EvidenceBase/>
- 1.31 In addition, there are a number of local documents that have been prepared by the community, these include Parish Plans, Market Town Health Checks and Village and Neighbourhood Design Statements. These have informed the preparation of this Local Plan, particularly where more local matters have required assessment and will contribute to the implementation and delivery of the wider development strategy.
- 1.32 A large portion of the District lies within the South Downs National Park. The Park Authority will be preparing its own Core Strategy with anticipated adoption in 2014. In the meantime the Winchester District Local Plan Part 1 – Joint Core Strategy is jointly adopted by the National Park Authority and the City Council, to provide the strategic planning framework for the Winchester District, including those parishes that are wholly or partially within the National Park.
- 1.33 The following map illustrates the location of the District.

## Map 1. Location Map



Key:

Winchester  
District  
Boundary

National  
Park



- 1.34 The geographical position of Winchester means that it has a common boundary with a number of neighbouring local authorities. Some elements of the evidence base have been jointly commissioned with those authorities that have common issues to explore.
- 1.35 The nature of the District and the way it functions depends upon a variety of inter-relationships with its neighbours for employment, leisure, shopping and housing needs. In particular, those settlements in the south of the District often look to the urban areas of Portsmouth and Fareham rather than to Winchester itself, requiring an understanding of the plans and strategies of these and other areas. Part of the District falls within the South Hampshire sub-region, known as the 'PUSH' area (Partnership for Urban South Hampshire) and Winchester City Council is one of the ten local authorities involved in PUSH and its associated cross-boundary joint working.
- 1.36 The Council is also working closely with adjoining authorities, particularly Fareham and Havant to plan for large-scale development either crossing District boundaries or on the edge of the District.
- 1.37 Two Local Enterprise Partnerships to the north and south of the District, have been established. This Local Plan reflects their emerging philosophies where relevant.
- 1.38 More specifically, policies and proposals for the development of mineral resources and sustainable waste management across Hampshire including Winchester District are included in the Hampshire Minerals and Waste Plan [www.hants.gov.uk](http://www.hants.gov.uk).

### **Statutory Compliance Requirements**

- 1.39 Government guidance and regulations set out specific procedures for the preparation and subsequent approval of LDF documents including the Local Plan Part 1 – Joint Core Strategy, which must be considered both 'legally compliant' and 'sound'.
- 1.40 To achieve legal compliance the document must be prepared in accordance with the Local Development Scheme; have regard to the Community Strategy; be in compliance with the Statement of Community Involvement; be subject to sustainability appraisal, comply with the Development Plan Regulations (2004 and as amended), and be in general conformity with the Regional Strategy for the area.
- 1.41 Soundness requires the Winchester District Local Plan Part 1 - Joint Core Strategy to be justified (founded on robust and credible evidence and the most appropriate strategy when considered against reasonable alternatives), effective (deliverable, flexible and able to be monitored) and consistent with national policy.

## **Policy Framework**

- 1.42 The Local Plan Part 1 – Joint Core Strategy is required to be consistent with national planning policy, therefore national guidance is not repeated but the text and policies apply national principles to the local situation of the Winchester District. The Council is also aware that the Government is consulting on its National Planning Policy Framework, this Plan has been assessed against the emerging policy and is considered to be consistent with it.
- 1.43 Similarly the policies and proposals are considered to be in general conformity with, the Regional Strategy (The South East Plan). Given the Government's intention to revoke Regional Strategies through the Localism Act and the need to be more locally focussed, this Local Plan includes locally derived housing targets which are projected forward to 2031, to ensure that the Winchester District Local Plan Part 1 – Joint Core Strategy provides long term guidance and certainty.





## 2.0 **PROFILE OF WINCHESTER DISTRICT**

- 2.1 Winchester District is amongst the twenty most affluent districts in the country. It is the least densely populated in Hampshire covering some 661 square kilometres with over 50 rural settlements, centred around the county town of Winchester itself. It has a well educated and healthy population with 30% being qualified to professional status compared to 20% nationally. 74% of residents consider themselves in good health compared to 68% nationally. Population projections<sup>2</sup> indicate that by 2031 over a third of the District's population will be of pensionable age. The population is typically white British with only a 2% representation by black, minority and ethnic groups.
- 2.2 Car ownership is high with the number of households with two or more cars approximately 50% higher than the national average. High car ownership provides more freedom of choice in terms of access to goods and services but also has a negative impact on the District's carbon footprint.
- 2.3 The District has many special heritage characteristics with over 2,000 listed buildings, more than 30 conservation areas, over 100 scheduled ancient monuments and 10 historic parks and gardens and a registered battlefield. The natural environment is also valued with a range of local, national and European designations. The tidal area of the River Hamble/Solent within the District is both a Special Area of Conservation and a Special Protection Area, and the Itchen Valley, which covers a large part of the District including the source of the River Itchen is also a Special Area of Conservation. At a more local level there are over 600 sites of importance for nature conservation and 17 Sites of Special Scientific Interest. 40.4% of the District now falls within the South Downs National Park.
- 2.4 A number of these factors, particularly when combined, present some key challenges for the District. Many of the affluent, mobile population commute to higher paid employment elsewhere, driving house prices higher than surrounding areas and creating a significant demand for more affordable housing for those who work in the District and wish to live locally rather than commute in. There is a particular need to address the needs of the aging population and their housing requirements along with the needs of young people and families to retain sustainable mixed communities, which support a strong local economy.
- 2.5 The District has a strong local economy with effectively full employment and a high skill base. A high proportion of residents are employed in knowledge based industries, the public sector (primarily governance, education and health) and business services. The wider service sector – retailing, hotels, restaurants is also strong, but there are significantly lower proportions of people employed in manufacturing, construction and transport/communications.
- 2.6 In recent years between 2003 and 2009 there was a 4% increase in jobs resulting in a total of 69,090 jobs across the District<sup>3</sup>. Whilst there remains considerable uncertainty over future employment growth, there is an

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<sup>2</sup> Housing Technical Paper 2010 - WCC

<sup>3</sup> Economic Study DTZ 2011

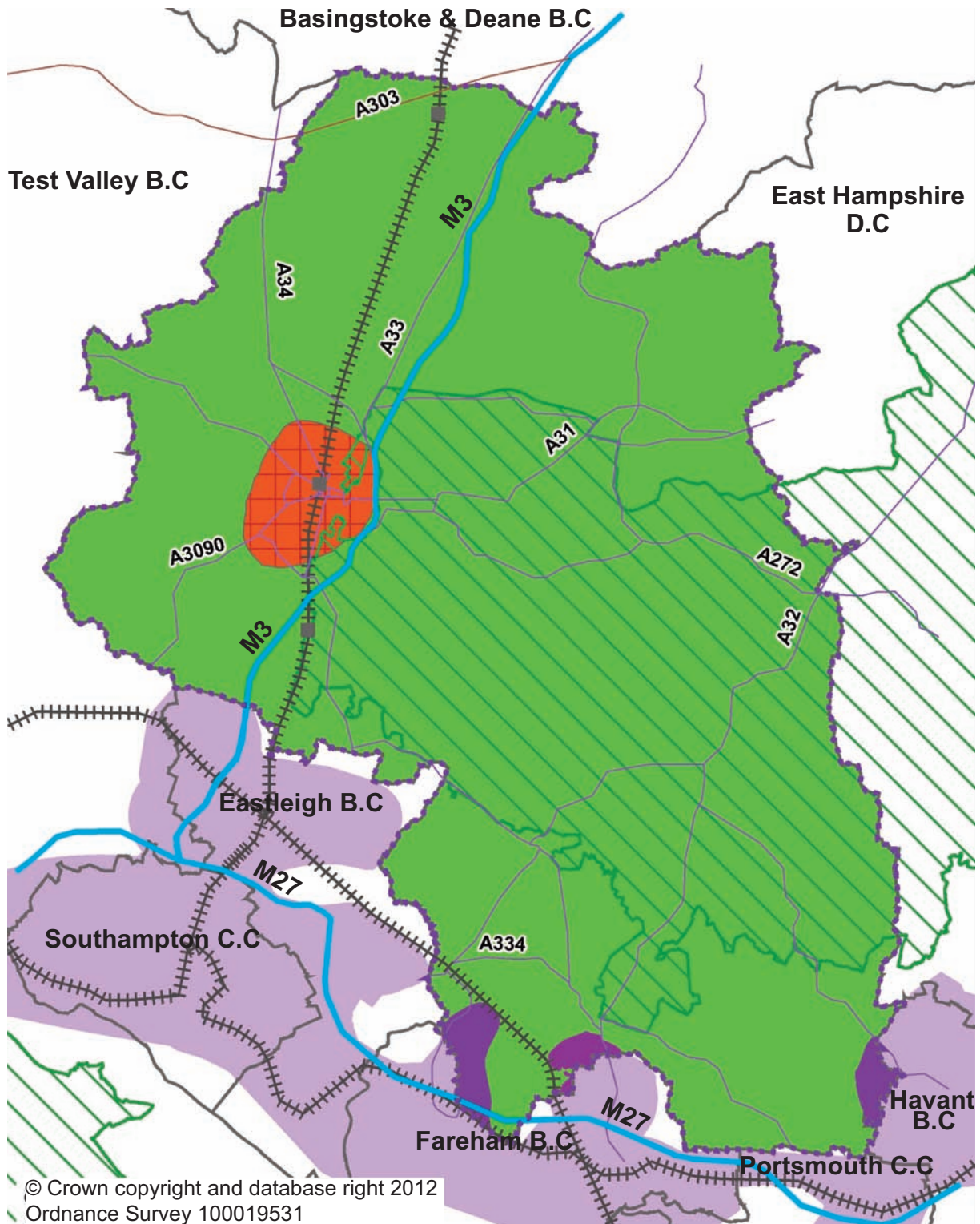
acceptance that the recession has led to a permanent loss of economic capacity. Looking forward, the total District employment is anticipated to grow to 2031 by 13% (8750 jobs), the main growth sectors being the service sector (primarily business services), health, distribution and retail.

- 2.7 In terms of retail growth, updated evidence<sup>4</sup> indicates that convenience floorspace projections are slightly higher than projected in 2007, whereas, expenditure for comparison goods is lower than projected due to the effects of the recession. The Retail Study suggests that there is expected to be a need for 36,524 sq m of new retail (A1) floorspace across the District to 2026 (4,686 sq.m of convenience floorspace and 31,840 sq.m of comparison floorspace), taking account of commitments at the time.
- 2.8 The form and quality of the natural and built environment of the District is a fundamental feature and highly valued. This creates challenges for addressing both housing and employment growth whilst protecting environmental assets.
- 2.9 Early technical evidence and community engagement identified those things that residents valued most including a strong sense of community spirit, the positive benefits of being close to the countryside and having ready access to local facilities. Winchester Town itself is a hub as a main employment, retail and leisure centre for both its residents and those in nearby villages. Urban areas on the southern fringes of the District have a strong functional relationship with the Southampton/Portsmouth conurbation, rather than Winchester. The remainder of the District has dispersed villages and market towns which vary in their size, character and functional relationships with each other.
- 2.10 In determining the vision for the Winchester District, these local variations have provided an opportunity to look at both the overall issues facing the wider District as well as those facing the different areas that exist. Accordingly, the following section sets out the characteristics, key issues and challenges for three spatial areas of the District, which have been determined through evidence and community engagement. These are :-
- Winchester Town
  - South Hampshire Urban Areas
  - Market Towns and Rural Area

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<sup>4</sup> Retail and Town Centre Uses Study NLP 2010

## Map 2. Spatial Strategy



### Key:

Spatial Areas		Winchester District Boundary
	Winchester Town	
	South Hampshire Urban Areas	
	Market Towns & Rural Area	
		Partnership for Urban South Hampshire
		South Hampshire Urban areas outside Winchester District



- 2.11 This approach allows the Winchester District Local Plan Part 1 – Joint Core Strategy to fully explore the potential that these different parts of the District can offer in terms of growth, sustainable development and diversity. Nevertheless, existing linkages and interactions between the different areas are recognised and maintained, so that these areas are not considered in isolation.

## **Winchester Town**

- 2.12 Winchester Town consists of the six Winchester wards plus the adjoining built up areas. It is a compact, vibrant, distinctive city in a remarkable setting. It has played an important role over the centuries as a seat of political and religious power, and it is still a major centre of civil government, the law and the military. The Cathedral, the College and the Universities are all great Winchester institutions, but the city's character stems not only from its heritage and built environment but also from its thriving cultural life. Exhibitions, concerts, the Cathedral and the summer street theatre festival called the Hat Fair bring thousands of people to the Town. Winchester also enjoys a direct link to beautiful countryside, with tranquil water meadows and the nearby hills of the South Downs.
- 2.13 Winchester is situated on key road/rail networks with access to Southampton Airport, creating ready access to London and beyond. The quality of its schools and facilities make it popular with both families and professionals, it also has a lively tourist economy attracting residents and visitors all year round.
- 2.14 Population and Economy: As the largest settlement of the Winchester District, Winchester is home to 36% of the District's population and about 50% of the total District employment provision. There are significant patterns of in and out commuting due to the mis-match of workers and residents. The historic fabric has accommodated vehicular traffic but the central area is designated as an Air Quality Management Area due to high concentrations of the pollutants nitrogen dioxide (NO<sub>2</sub>) and fine particles (PM<sub>10</sub>).
- 2.15 Of the 32 000 jobs available in the Town (2009 data), the service sector accounts for 52%, some 18,000 jobs are in public administration, education and health; 5800 in business and financial services and 3,500 in retail and distribution. The actual number of jobs in the Town has declined by some 7.7% during 2003- 2009 and is projected to decline further with public administration and education sectors contracting, although health and other services, including art and creative sectors are anticipated to grow. Such growth could offset the decline in other sectors.
- 2.16 Key Qualities: The historic, cultural, aesthetic, visual and nature conservation elements of Winchester and its setting are of exceptional quality. The breadth and depth of heritage features and their interrelationships with both built and natural forms are a unique influence on how the Town has evolved<sup>5</sup>. These remain relevant today in how the Town responds to its development requirements whilst retaining its compact form and sense of place.

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<sup>5</sup> Winchester City and its Setting 1998 WCC

- 2.17 **Challenges:** Being the District's largest built-up area and a hub for many services and facilities which benefit residents and businesses in the District and beyond, Winchester is a sustainable location for growth and change. It generates substantial housing and economic needs but, given the exceptional quality of its built environment and setting, the challenge is to provide for these future needs of residents and businesses in a way to ensure that it retains a balanced and growing economy whilst respecting its key qualities and features.
- 2.18 **Opportunities:** The Town has many strengths and these lie at the heart of its future. Its retail provision and potential for economic growth in knowledge, creative industries, health and business services will provide local employment opportunities to its growing and well educated population. The education sector is both an employer and provider of qualified young people and their new skills need to be retained and accommodated. Its housing needs require the provision of a mix of house types and tenures to accommodate both affordable and market homes.

### **South Hampshire Urban Areas**

- 2.19 The South Hampshire Urban Area has been defined as a local response to planning for the part of the District which lies within the Partnership for Urban South Hampshire (PUSH) area. Here the development strategy focuses on new development concentrated to form new urban extensions, rather than dispersing similar numbers amongst the smaller settlements which also lie within the PUSH boundary.
- 2.20 The Council supports the updated PUSH economic development strategy and proposes to play its part in meeting this through the provision of housing, facilities and employment areas at two strategic sites at West of Waterlooville and North Whiteley. The estimated housing contribution from this sub-area is 5,500 dwellings over the period 2011-2031 (approximately 3,000 at North Whiteley and 2,500 at West of Waterlooville) (the total capacity of West of Waterlooville is over 3,000, but only 2,500 are expected to fall within Winchester District).
- 2.21 **Population and Economy:** Given the new communities currently being planned for and developed in this area, the existing population base will change considerably. The emphasis is to provide mixed communities with provision of a range of housing types and tenures with 40% affordable dwellings.
- 2.22 The location of this spatial area on the southern boundary of the District highlights both its physical and functional relationship with neighbouring urban communities for work, shopping and leisure. The proximity of major road networks in the vicinity also provides for wider connections. In terms of existing employment provision there is a focus on manufacturing and the service sector, which together with construction, retail and distribution are anticipated to grow. There is substantial employment land provision in Whiteley with some 5,000 workers in the locality. Whiteley Town Centre is undergoing a comprehensive redevelopment programme which will provide 29,000 sq metres of retail and other town centre uses, to create a redesigned, attractive focal point for both existing and new residents.

- 2.23 Challenges: The scale of the development in this area will inevitably impact on the existing character of the locality and on the landscape, infrastructure, wildlife and sensitive habitats. It will be necessary for development schemes to fully assess such impacts and provide adequate mitigation measures. A further challenge is to ensure that these new communities build a strong sense of identity and are sustainable, with access to both community (such as sports and cultural facilities) and physical infrastructure, whilst integrating with existing residents.
- 2.24 Opportunities: Development of this scale provides opportunities to address infrastructure weaknesses, whilst maximising the benefits this level of development can offer through early pro-active engagement with both the community and service providers.

## **Market Towns and Rural Area**

- 2.25 This spatial area of the Winchester District includes 50 or so smaller settlements, which range from larger villages of several thousand population, to small hamlets of a few dwellings originally serving the agricultural industry. The varied nature of the settlements in this part of the District requires a strategy that will allow local opportunities to be realised whilst protecting the rural nature and character of the villages and surrounding countryside, many of which now lie in the South Downs National Park. In delivering the National Park's purposes the Local Planning Authorities have a duty to seek to foster the economic and social well being of the local communities within the National Park, and must meet the purposes of the National Park:
- to conserve and enhance the natural beauty, wildlife and cultural heritage of the area.
  - to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.
- 2.26 A few settlements offer a level of service and population that provide a sound basis for some residential or business growth, albeit at an appropriate scale.
- 2.27 Population and Economy: Approximately 76, 000 people live in this spatial area which covers about 60% of the District. Service sector employment accounts for over 12, 000 jobs in this spatial area, of which 5,000 are within the business sector and over 1000 in education, health and hotels and catering. This area has recently seen the greatest decrease in jobs available (approx -8.7% compared to -0.6% across the whole District). Opportunities for growth lie in the business services, transport and communications sectors. There is also a higher incidence of home working in this area. Retail provision varies from fully functional town centres in the market towns and some of the larger villages, to individual shops in the more rural settlements. Some settlements have an aging population but those in an attractive setting with a school are often popular with in-migrants.
- 2.28 Other Qualities: Given the rural nature of this area, there are a number of designations associated with the high quality built and natural environment

(Special Areas of Conservation, Sites of Nature Conservation Importance, Conservation Areas, Historic Parks and Gardens). These not only act as a constraint on development, but also protect those features which are most valued and which add to the overall character of the area.

- 2.29 Challenges: The key objective is to secure that the right amount and type of development occurs, to ensure that existing communities can remain viable, with access to the services they need. The mobile nature of the population adds a further complexity as residents travel to alternative destinations whether by necessity or desire. There is some correlation between these patterns of movement and settlement dependencies which highlights the need to focus change in those settlements that are most relied on by surrounding areas.
- 2.30 Opportunities: Whilst the rural nature of this part of the District is a constraint, there are numerous opportunities to address local needs and maximise attractive rural settings. Tourism, local food production and niche markets all offer opportunities for the local economy to be more resilient to wider changes.

## Spatial Planning Vision

- 2.31 The Community Strategy's vision and outcomes have influenced the LDF and this Local Plan. Below these are translated into a locally distinct spatial planning vision and a series of strategic objectives which will provide the link between the Community Strategy and the Winchester District Local Plan Part 1 – Joint Core Strategy.
- 2.32 ***“Winchester District is a special place characterised by a rich cultural heritage and attractive countryside and is home to a diverse population and a variety of business sectors. The District should retain the distinctive characteristics of the three key areas so as to maximise opportunities to address change in a positive way that ensures it remains an attractive place to live, visit, work and do business:-***
- ***The County Town of Winchester needs to meet its housing and community requirements and to diversify its economy through the promotion of the knowledge, tourism, creative and education sectors, whilst respecting the highly valued features and setting of the Town.***
  - ***Areas at Waterloo and Whiteley on the southern fringes of the District need to provide homes, jobs, physical and social infrastructure whilst creating a strong sense of community identity and protecting nearby environmentally sensitive sites, to create extended communities in this part of South Hampshire.***
  - ***The market towns and many villages that fall within the rural area are to remain viable settlements offering where possible a range of local services and facilities, and be allowed to grow to respond to local needs, whilst retaining their individual identity and rural character. Development in those settlements that lie in the South Downs National Park should respect its purposes”.***
- 2.33 This vision will be delivered by the application of the following spatial objectives and policies across the District during the Plan period. These collectively will achieve sustainable development to ensure that proper consideration is given to the environment, economy and society together.

## Spatial Planning Objectives

- 2.34 The following objectives follow the Community Strategy outcomes and are not in priority order:

### Active Communities

- maximise new and existing opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles for all members of the community
- provision of 11,000 new homes across the District by 2031.



- provision of a range of housing types and tenures to address the varied housing needs of the District's resident and working population and ensure inclusion for all.
- retention of existing and provision of new services and support facilities in the right places at the right time, including health, education, cultural, leisure and shopping, etc, to ensure existing and new communities are attractive and safe places to live and work and to allow our ageing population to participate.
- encourage sustainable transport alternatives that reduce the use of the private car and enable people to live close to where they work or participate in activities.

### **Prosperous Economy**

- promote the varied talents of the District, building on the creative and knowledge based industries that exist, whilst developing the agricultural, tourism and cultural assets of our historic towns and villages and valued landscapes.
- ensure that there are a range of sites and premises available for businesses and commercial enterprises to set up and expand to meet their full potential and adequate infrastructure is available, including the provision of communications technology.
- maximise the economic opportunities offered by the designation of the South Downs National Park, utilising its tourism, recreation and cultural opportunities whilst supporting its purposes.
- encourage the development and adoption of energy efficiency and renewable energy technologies and enable their take-up by new and existing businesses, through the creation and promotion of a low carbon economy.

### **High Quality Environment**

- protect and enhance Winchester District's valuable environments and wildlife assets, whether these are urban or rural areas or involve the built or natural environments. To ensure that change restores, maintains or enhances the biodiversity, landscape character and historic environment of the District as a special place.
- ensure that the status of the water environment (both ground and surface water systems) in the District is maintained and improved through the development strategy promoted.
- provide, protect and enhance green infrastructure to include open spaces, green links and wildlife corridors.
- mitigate against the impacts of, and adapt to the effects of, climate change through promoting lifestyles and businesses which are sustainable for the

environment and maximising the use of technologies that are available to reduce waste and carbon emissions.

- maximise the use of sustainable construction methods and drainage systems and encourage the use of locally sourced materials, to protect the integrity of the natural systems and resources that exist in the District.
- ensure high quality design takes account of character, local distinctiveness and sustainable design principles.
- maximise the use of the District's land resource through the promotion of higher densities and creative design where these are appropriate and make a positive contribution to the public realm.

### 3.0 **DEVELOPMENT STRATEGY**

- 3.1 The principal focus for new development across the District will be within the urban areas of Winchester Town and the South Hampshire Urban Area. These will accommodate the bulk of the District's requirement for 11 000 new dwellings and associated economic and community development during the plan period. More locally focussed development will occur in the Market Towns and Rural Area reflecting the needs and requirements of those communities and to ensure that they offer a range of services and facilities and sustainable opportunities for change, consistent with their scale and function.
- 3.2 The emphasis will be to follow a sequential approach to development by establishing the capacity of previously developed land first before allocating sites outside existing settlement boundaries through future development plan documents or Neighbourhood Plans.

<b>Policy DS1 - Development Strategy and Principles</b>
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**The Local Planning Authority will support the delivery of new housing, economic growth and diversification through the following development strategy:-**

- **Winchester Town will make provision for 4,000 new homes through a range of accommodation to meet the needs of the whole community and to ensure that the local economy builds on its existing and growing strengths in higher education, creative and media industries, and other knowledge-based activities, whilst respecting the town's special heritage and setting.**
- **The South Hampshire Urban Areas will make provision for two sustainable new neighbourhoods to provide some 5,500 new homes and contribute towards meeting the PUSH strategy of improving economic performance by providing major housing and economic growth and community and physical infrastructure.**
- **The Market Towns and Rural Area will make provision for 1,500 new homes, and to support economic and community development that serves local needs in the most accessible and sustainable locations, promotes the vitality and viability of communities, and maintains their rural character and individual settlement identity.**

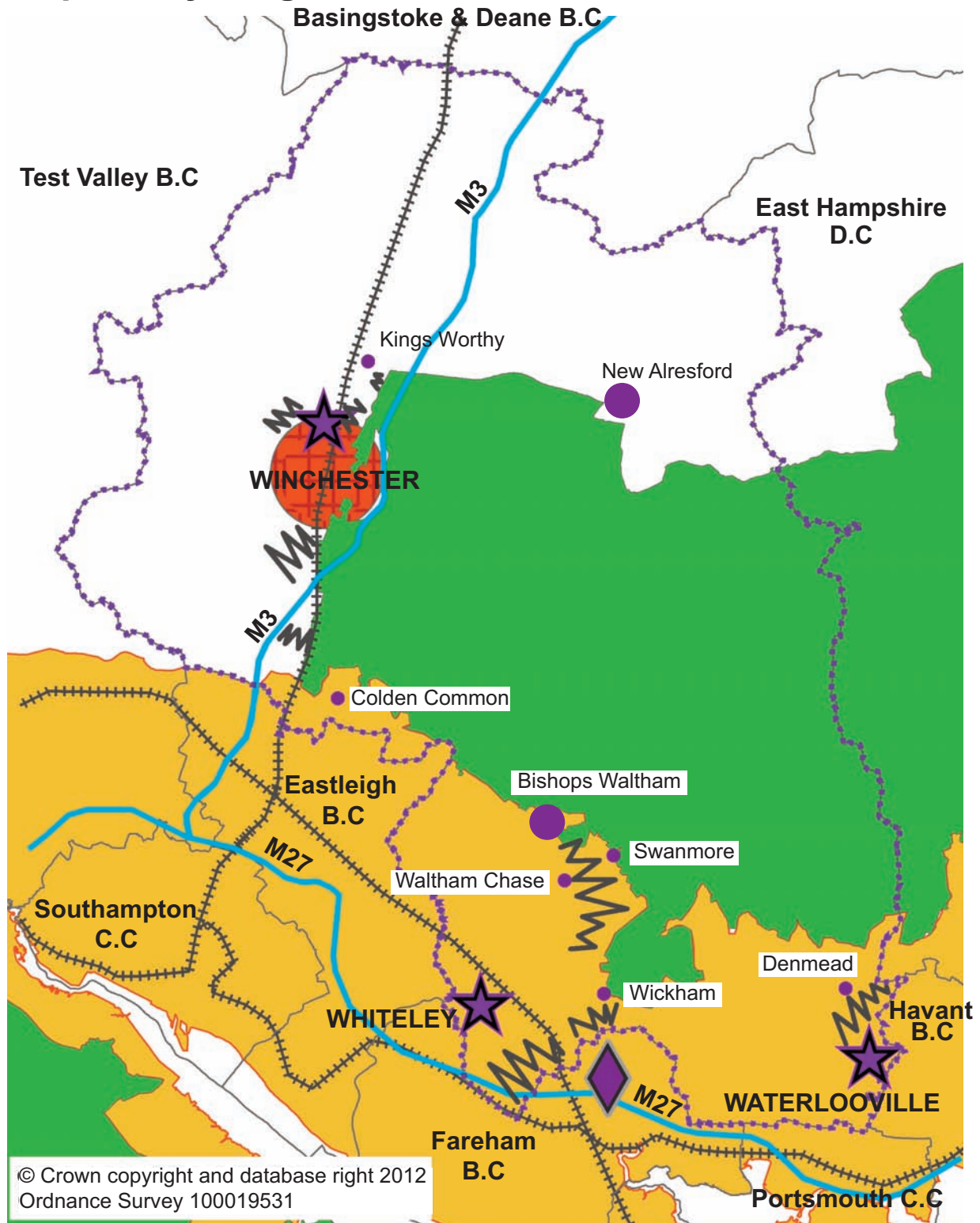
**Development proposals will be expected to make efficient use of land within existing settlements, and prioritise the use of previously developed land in accessible locations in accordance with the development strategies set out in Policies WT1, SH1 and MTRA1.**

**In delivering the District's housing, employment and community requirements development proposals will be expected to demonstrate conformity with the following principles:-**

- **maintaining the importance of environmental assets and making efficient use of scarce natural resources,**

- **making the use of public transport, walking and cycling easy, to reduce non-essential car use;**
- **integrating development of homes, jobs, services and facilities;**
- **applying a town centres first approach to retail, leisure or other development proposals that are high attracters of people;**
- **achieving high standards of design and sensitivity to character and setting;**
- **contributing to individual and community wellbeing, health and safety and socially inclusivity;**
- **testing existing infrastructure and service capacity to serve new development, and making arrangements in a timely manner for appropriate increases in capacity;**
- **addressing the impact on climate change, renewable energy, air quality, green infrastructure, recycling/waste, flooding issues and the water environment.**

## Map 3. Key Diagram



### Key:

- Winchester District Boundary
- National Parks
- Winchester Town
- Partnership for Urban South Hampshire Area

- Settlement Gap
- Strategic Allocations
- Strategic Development Area



NOT TO SCALE

## **Spatial Strategy – Winchester Town**

- 3.3 The challenge for Winchester Town has been the ability 'to absorb and manage change without losing its special character'<sup>6</sup>. This issue still remains relevant and when Winchester Town Forum launched its vision "Winchester – Towards our Future" in 2007<sup>7</sup> this was reiterated and reinforced. The vision recognised that there was a need to continue the Town's successful evolution in order to enrich the lives of future generations through the following considerations:-
- care about our history, heritage and setting.
  - encourage people to do business here.
  - be a natural destination for visitors and shoppers.
  - provide new and affordable housing.
  - improve transport, infrastructure and air quality.
  - become a regional centre for creativity and culture.
  - create a green and environmentally friendly city.
  - be a town which supports safe and stable communities.
- 3.4 These objectives are still relevant and following extensive community engagement a number of key aspirations have emerged in terms of the provision of more affordable housing, a greater mix of homes, housing for an ageing population, achieving a balance between the provision of homes and jobs to reduce commuting, provision of affordable business space and economic diversification and provision of the necessary infrastructure.
- 3.5 In addition to these development aspirations there is also a widely acknowledged desire to ensure that Winchester Town remains the special place that it is, both in terms of its character and setting. To manage these expectations and to allow Winchester to play its part as a thriving County Town, the concept of 'Development with a Purpose' is proposed. The spirit of this is to ensure that the growth and change which is needed is aimed at ensuring that development responds to and deals with matters beyond simply meeting housing or employment requirements: it should be directed towards improving the social, environmental and economic well-being of the whole community.

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<sup>6</sup> Future of Winchester Study WCC 2000

<sup>7</sup> Winchester Town Forum – Vision for Winchester - Towards our Future 2007

3.6 The spatial vision for the Town encompasses these aspirations

The vision for Winchester Town is to ensure the Town retains its desirability and prosperity by providing the development necessary to meet the needs of the whole community, ensuring that the local economy thrives on its strengths in higher education, creative and media industries, and other knowledge-based activities, and respecting the town's special heritage and setting.

3.7 To achieve this vision there is a requirement to positively address Winchester's development needs, which can be summarised as :-

- provide for 4000 new homes (in the period 2011-2031) with a range of house types and tenures.
- ensure sufficient land and premises are available to allow existing businesses to prosper and provide opportunities for new businesses and enterprises to look towards Winchester as a location of choice.
- allow the retail sector to expand and diversify to ensure Winchester retains its place in the sub-regional retail hierarchy.
- accommodate necessary vehicular movements whilst reducing carbon emissions and providing alternatives.
- reduce commuting.
- provide open space and recreational provision to address future requirements and existing deficiencies.
- ensure that the impact of new development on both physical and community infrastructure is managed and where necessary new or improved facilities are provided.

3.8 A critical issue is how to deliver the amount and type of development required to respond to these needs without compromising the qualities and character of the Town recognised and valued by so many. Winchester's heritage and environment are of international importance with a wealth of historic sites and buildings and a townscape of the highest quality. Its setting is of particular importance<sup>8,9</sup> a defining factor is its position in the local topography, overlooked by chalk downland with ancient woodland and a variety of semi-natural habitats. The most important parts of that setting are now within South Downs National Park and the River Itchen is a key component, as a fine example of a chalk stream of European significance, with species rich river meadows and grassland.

3.9 The following strategy seeks to achieve a balance between the varied development needs and impact on its environmental assets.

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<sup>8</sup> Winchester Landscape and its Setting Landscape Design Associates 1998

<sup>9</sup> Winchester District Landscape Character Assessment WCC/HCC 2004

## **Housing**

- 3.10 Locally derived housing requirements justify <sup>10</sup> the provision of 4,000 new homes in Winchester Town during the period 2011 - 2031. Capacity for some 1200 dwellings has been identified on sites with planning permission (at April 2011) and through the latest Strategic Housing Land Availability Assessment (SHLAA). These assessments will be updated and it is expected that some additional capacity will be identified either within the existing boundary of the Town or on small sites adjoining it, particularly in the longer term, which may result in about 2,000 dwellings being developed within the Plan period. The manner in which this provision is made is important and should be positively managed, possibly through a more detailed planning document for Winchester.
- 3.11 It is therefore necessary to deliver the remainder of the housing requirement (2,000 dwellings) through a strategic allocation. Consideration has been given to the alternatives of allocating one large site or a number of smaller sites. It has been concluded that there are significant benefits in allocating a single site which is of sufficient critical mass to meet most of its infrastructure needs, including educational and community facilities on site. A development of 2,000 dwellings would provide a new (two or three form) primary school as part of the development. It would be more difficult to secure the provision of a new school in smaller developments, and there is lack of land available for a new school to be delivered independently. Likewise, larger scale development can support additional bus services, in order to make significant improvements to public and community transport both for the development and the wider area, as well as other infrastructure. There is also better potential for renewable energy provision, district heating facilities and other measures to reduce the carbon footprint of the development.
- 3.12 All the options for substantial growth around the town have been assessed and the site at Barton Farm, to the north of the town, is considered the most appropriate and sustainable. This site has an extensive history being initially identified as a 'reserve' Major Development Area in the adopted Local Plan Review 2006 and has been subject to public inquiries, which confirm that 2,000 dwellings can be provided sustainably on the site. The benefits of allocating this site are that it can deliver a range of housing needs, including substantial affordable housing provision, ensure necessary social and physical infrastructure provision, is in one ownership (and, therefore, deliverable) and it can substantially mitigate adverse environmental impacts.

## **Employment and Commerce, including Retailing**

- 3.13 About half of the jobs available in the District are provided in Winchester Town (approx 32,000)<sup>11</sup>. The Council's Economic Strategy <sup>12</sup> sets out a number of key issues to be addressed in the Town:-
- promotion of knowledge based industries – to 'future proof' the economy through diversification and promotion of knowledge and low-carbon enterprises;

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<sup>10</sup> Housing Technical Paper – WCC - 2011

<sup>11</sup> Review of Employment Prospects etc DTZ 2011

<sup>12</sup> Winchester District Economic Strategy 2010 – 2020 WCC/WDSP



- reduce commuting – to balance the in and out daily commuting flows;
- provision for creative industries – to retain graduates from the universities by providing the right start-up accommodation;
- additional retail and speciality shopping – to retain the distinctive specialist shops that make Winchester an attractive retail destination, and to ensure that the retail mix remains appropriate;
- develop the early evening economy – to promote opportunities for local businesses during the evening lull (5-8pm);
- promote the visitor economy – to retain Winchester's attraction to tourists and provide adequate visitor facilities and accommodation.

- 3.14 Being a County Town, Winchester has always been a centre of employment, but the economic structure of the Town is now changing in response to wider economic issues. The Town has predominantly service sectors jobs, particularly in health, public administration, finance and education. The updated employment study <sup>13</sup> acknowledges that Winchester Town has seen an employment decline in the periods 2003-2007 and 2008 – 2009 and, whilst the public sector is expected to decline further, Winchester might experience a growth in the health and education sectors. The report also anticipates uplift in other sectors such as distribution and retail, business and other services, including creative industries, and suggests that these sectors combined could offset the negative growth in public administration.
- 3.15 The implications of this, together with a reassessment of employment densities for typical office uses, which include the more efficient use of office space through hot-desking and home working, means that more jobs can be accommodated in the same space. Given the amount of existing available space, the implication is that some of the requirement for business space could be accommodated within the Town either in existing premises or through the redevelopment of these sites.
- 3.16 A key impact of the employment offer in the Town is the generation of large commuting flows with about 18,000 commuting in and 10,000 commuting out. (about 28,000 total movements a day). Whilst this issue cannot be separated from the need to increase the supply of housing, particularly more affordable homes, it forms a useful basis to establish the amount of employment development needed and also the type. Considered with the contraction of the public sector, this offers Winchester Town an opportunity to diversify its economy through the promotion of its creative and cultural industries, linked to its Universities. The Town needs to maximise the opportunities offered by its existing stock of employment and commercial premises, with those sites offering the greatest potential being retained rather than lost to alternative uses.
- 3.17 A further development need for the Town is the anticipated growth in the retail sector and the need to ensure land is available at the right location and time for these requirements to be met during the Plan period.

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<sup>13</sup> Review of Employment Prospects and Employment Land – DTZ - 2011

- 3.18 The updated retail study <sup>14</sup> identifies the need for substantial additional retail floorspace (in the region of 22,000 sq m), in the Town during the plan period over and above that already permitted at Silver Hill and Weeke, which are expected to accommodate growth in the short to medium term. It will be necessary to undertake further assessments of future retail growth in the light of current economic conditions. Notwithstanding this Winchester Town is the largest retail centre and should continue to act as the principal centre in the District to maintain its sub-regional role. The study also advises that any large scale growth that serves a significant part of the District should be concentrated within Winchester town centre. Following the 'town centres first' approach advocated in Policy DS1, retail growth should normally be accommodated in the town centre. Whilst this Local Plan does not allocate the land to deliver the necessary retail development, it establishes the strategy for any future site allocations.

### **Transport and Access**

- 3.19 In July 2011 the City Council in partnership with Hampshire County Council approved the Winchester Town Access Plan<sup>15</sup>, which acknowledges that Winchester faces a number of factors which combine to give it traffic levels and problems far beyond that which would normally be associated with a town of its size. It experiences many of the problems associated with ancient city centres, such as narrow ancient streets and footways that allow limited scope for improving provision for road users and pedestrians.
- 3.20 The Access Plan focuses on improving accessibility and air quality, reducing the level of traffic in the city centre and therefore improving the situation in terms of localised congestion. It has four key aims:
- to ensure that the vitality and resilience of the local economy is strengthened by planning for movement and access which is economically and environmentally sustainable;
  - to lead a transition to cycling, walking, public transport and low-carbon modes of travel, including low emission private and commercial vehicles;
  - to reduce the negative effects of transport-related carbon emissions on all neighbourhoods, including the Town's historic environment, particularly in relation to air quality and the safety of pedestrians and cyclists;
  - to enhance the social and cultural wellbeing of Winchester by providing access for all.
- 3.21 In addition to these aims, the Access Plan includes a number of strategic priorities which link with spatial planning aims and objectives for Winchester Town and the delivery processes for the development strategy. The Access Plan acknowledges that its aims can be achieved through reducing the distance that people have to travel in their daily activities through 'self containment' policies such as providing good local facilities, employment and

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<sup>14</sup> Retail and Town Centre Uses Study update – NLP - 2010

<sup>15</sup> Winchester Town Access Plan WCC/HCC - 2011

community based facilities which can be accessed by means other than the car. There is also the recognition that through new development there are excellent opportunities to incorporate established good practice and, on occasion, to innovate in design and layout for example through the use of shared spaces in appropriate locations, with the aim of creating new ways of integrating travel solutions into the places people live and how they access work and other facilities.

- 3.22 A statutory Air Quality Management Area (AQMA) has been declared within the town centre, due to the amount and type of pollutants recorded. An Air Quality Action Plan has been produced and this, in conjunction with the Access Plan, will help in reducing nitrogen dioxide levels.
- 3.23 The Access Plan is supported by action plans covering the short and long term. The short term plan includes many committed improvements such as improvements to the High Street and Market Square and an approach to support the park and ride facilities on offer by a corresponding reduction in town centre parking spaces. The Plan identifies the opportunity to explore reducing car parking capacity within the Town centre by up to 15% (500 spaces) during the period to 2016, recognising that such space could be put to more economically beneficial use.
- 3.24 Other longer term proposals have been identified but funding is not secured. There is therefore scope for these to be implemented through developer contributions or more directly through development schemes. Overall, the aim of the Access Plan is to contribute towards sustainable development through the provision of better accessibility and improved safety for all highway users.

### **Open space and recreational facilities**

- 3.25 The Council's Open Space Strategy<sup>16</sup> identifies existing provision of some 17 hectares of play space, with 31 hectares of local sports provision and 12 hectares of general sports provision, providing a total of some 60 hectares, in the Town. There is also more informal open space, such as that at Abbey Gardens and St Giles Hill.
- 3.26 However, when compared to the updated standards in this Local Plan, there is still a large shortfall of land available for the size of the population, and some housing areas are poorly served in terms of access to play or sport facilities. The shortfall<sup>17</sup> equates to some 12 hectares of play space and 26 hectares of sports provision. It is therefore necessary to secure on-site provision through development schemes and for future allocations of additional land to be provided. In the meantime the priority will be to retain existing provision and secure improvements, whilst making additional provision where possible.
- 3.27 Green infrastructure also forms a valuable contribution to the setting of Winchester Town, through extensive tree coverage and areas of open land such as the Water Meadows, which come into heart of the town providing public access to the wider countryside. Some of this countryside is now within

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<sup>16</sup> Open Space Strategy WCC - 2011

<sup>17</sup> Using existing standards under Winchester District Local Plan Review 2006 policy RT4

the South Downs National Park. The River Itchen also passes through the Town and is protected by European legislation recognising the exceptional quality of this chalk river and its environs.

### **Community and physical infrastructure**

- 3.28 Infrastructure provision has not necessarily kept pace with some of the piecemeal development that has occurred in the Town over the past years. The current situation regarding existing and planned infrastructure provision is set out in the Council's Infrastructure Study<sup>18</sup>.
- 3.29 Of particular current concern in Winchester Town is primary school provision. The provision of a new school is required as part of the strategic allocation at Barton Farm. Policy CP6 enables further provision to be made if required by the Education Authority.
- 3.30 Another key item of community infrastructure is the provision of health facilities. The nature of these will vary in response to changes in both population numbers and age structure with an ageing population requiring greater and more specialised provision.
- 3.31 Existing health provision is evolving in response to changes to NHS structures and management practises. It may be required to expand, or make new provision, to address both the changing needs and growth of the local population.
- 3.32 These development needs all present challenges in terms of ensuring that Winchester Town remains an attractive place, with its setting and environmental assets conserved and utilised to ensure that the development required occurs in the right place and at the right time. Its setting and attractiveness are of great importance but must not be seen as an embargo on all change and consequential development. The Town has its own needs and the following strategy allows these to be achieved in accordance with the vision expressed previously :-

<b>Policy WT1 - Development Strategy for Winchester Town</b>
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**The spatial planning vision for Winchester Town will be achieved through:-**

- **provision of 4000 new homes (2011-2031) to meet a range of community needs and deliver a wide choice of homes including affordable homes to ensure social inclusion. This will be achieved through :**
  - **development and redevelopment of existing premises and sites and other opportunities within and adjoining the defined built-up area of Winchester, to deliver some 2000 new homes .**
  - **a new neighbourhood to the north of Winchester at Barton Farm for about 2,000 homes, of which 40% will be**

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<sup>18</sup> Infrastructure Study WCC 2010

- affordable, and associated support facilities and services in accordance with the requirements of Policy WT2;**
- **opportunities for economic development and diversification through:**
    - **retention of existing employment land and premises (in accordance with policy CP9) to provide for new business growth to broaden Winchester's economic base through growth in sectors including knowledge, tourism, creative and media industries and more specifically start-up premises to encourage entrepreneurship;**
    - **provision of new employment floorspace in appropriate locations**
  - **provision of additional retail floorspace through existing planned developments and future additional provision to support Winchester's role as a sub-regional shopping centre for existing and new communities;**
  - **promotion of the town centre as the preferred location for new development that attracts high visitor numbers such as retail, leisure, culture and tourism;**
  - **provision of education facilities to meet the needs of the Town, through the provision of a primary school in conjunction with Barton Farm and an additional primary school on a site to be identified;**
  - **additional open space and recreational provision, including:**
    - **opportunities to address the existing under-provision of 12 hectares of play space and 26 hectares\* of sports provision, to be secured through new allocations and in conjunction with development;**
    - **retention of existing open space and recreation provision and not releasing this for alternative purposes, given the amount of the existing shortfall;**
  - **retention of existing and provision of new green infrastructure to ensure that the Town retains its well-treed character, attractive green setting, its well-defined urban edge, and access to open space and adjoining countryside;**
  - **implementation of the Winchester Access Plan and the Winchester Air Quality Action Plan to ensure that transport provision and access to and within the Town provides opportunities for sustainable transport provision and reduces pollution and carbon emissions.**
  - **exploring the opportunities presented by the site at Bushfield Camp in accordance with Policy WT3;**
  - **ensuring that all new development is of the highest design quality in terms of architecture and landscape, fully considers and respects the context of its setting and surroundings to reflect local distinctiveness, and the historical and cultural heritage of the Town and makes a positive contribution to the quality of the area.**

*\*based on current open space standards set out in Winchester District Local Plan Review 2006 Policy RT4*

<b>Policy WT2 - Strategic Housing Allocation – North Winchester</b>
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**Land at Barton Farm, Winchester, as shown on the following map, is allocated for the development of about 2,000 dwellings together with supporting uses. Development should accord with the Development Strategy for Winchester Town (Policy WT1), other policies in this Plan and the following site-specific requirements:**

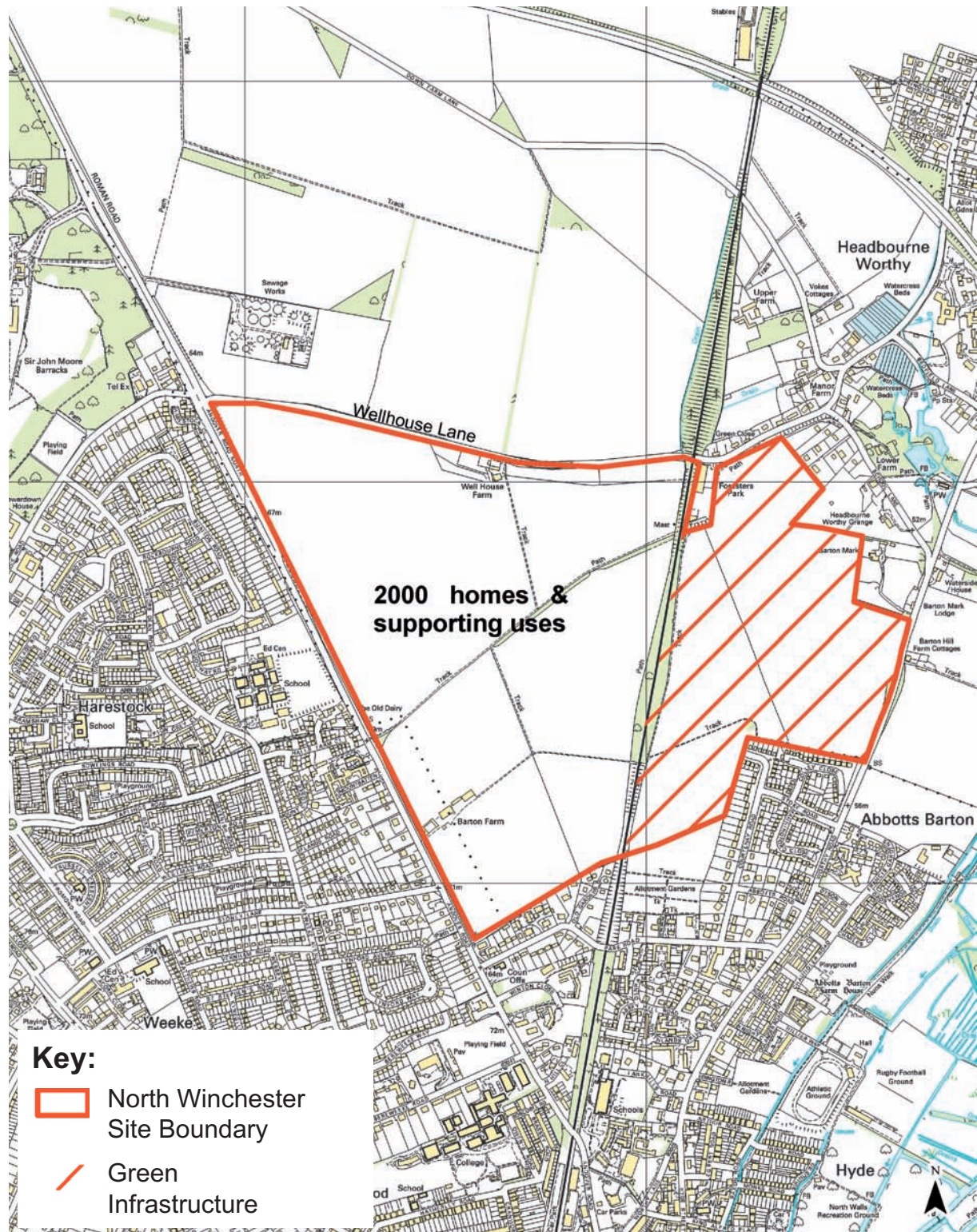
- **the creation of a distinctive, well integrated suburb of Winchester Town which respects its local context, and enhances the standards of sustainable design in the locality;**
- **the proposal should follow an organic sequence of development, radiating from the southern urban edges of the site, with the timely provision of infrastructure and community facilities to the benefit of the new community at the earliest possible time;**
- **development proposals should be accompanied by a comprehensive masterplan for approval, which includes an indicative layout and phasing plan and sets out details of how this will be achieved. The masterplan should reflect the location of the site and minimise its impact on the setting of Winchester and local landscape, to incorporate the highest standards of contemporary urban design and the effective use of the site through the application of appropriate densities, layout and form;**
- **the development should be designed to meet the housing needs of all sectors of the community, including families, the young and older people to ensure equality and social cohesion. House types and affordability should be matched so far as possible to the local employment base in order to reduce the need for in and out commuting;**
- **provision of a new local centre, with a range of shopping facilities to meet locally-generated needs, small-scale employment uses, pre-school facilities, and primary education. The potential for relocating all or some of the facilities on the current Henry Beaufort secondary school site should be investigated;**
- **improved accessibility to the town centre and the railway station by sustainable transport systems to reduce the need to travel by car, including public transport provision and enhancement, footpaths, cycleways, bridleways, and green corridors. Measures to mitigate the traffic impacts of the proposed development on the strategic and local road networks should be included and funded, including the provision of a park and ride 'light' scheme within the northern part of development.**
- **provision of publicly accessible land to the east of the railway line to help meet requirements for green infrastructure, and to mitigate**

**potential environmental impacts, in addition to substantial areas of on-site open space to meet all the recreational needs of the new community, including the retention and enhancement of existing routes within the site to provide links between existing and proposed green infrastructure;**

- **avoid harmful impacts on water resources, given the proximity of the site to the River Itchen which is designated as a European site of nature conservation interest. The development should provide a fully integrated Sustainable Drainage System to mitigate against any potential flood risk;**
- **protection and enhancement of landscaping and mature trees along the ridge which runs from east to west across the site, along Well House Lane and Andover Road, and within the area to the east of the railway line.**
- **the provision of major new structural planting, especially to soften the impact of development in views from the north and to reduce the impact of noise and light pollution arising from the development of the site.**



## Map 4. WT2 Strategic Housing Allocation – North Winchester





**Opportunity Site - Bushfield Camp Winchester**

- 3.33 Bushfield Camp lies on the southern edge of Winchester Town, between the established areas of St. Cross and Badger Farm. This area comprises approximately 43 hectares of land to the south of Whiteshute Lane, of which approximately 20 hectares, was previously occupied by the military camp. . The site lies in a unique position being close to attractive countryside, the strategic highway network and the urban fabric of Winchester.
- 3.34 The future of the site, which is in private ownership, has been the subject of uncertainty, detailed discussion and various planning proposals over many years. Previous site assessments have concluded that “the scope for any form of built development is limited”, however, the Council is committed to working positively with the landowner to identify a sustainable solution for the site, given its sensitive location.
- 3.35 The area was used by the Army during the Second World War and, until closure of the camp in the 1970s, had a number of buildings and other military infrastructure. It is gradually reverting to its previous character, although large concrete areas, building remnants and roadways remain in situ. There is some archaeological interest on the site which will require further investigation prior to any development.
- 3.36 The site is in a sensitive location, forming part of the Winchester Compton Street Local Gap and the South Downs National Park lies to the south east, beyond St Cross Road. The River Itchen to the east is designated for its biodiversity interest as a Special Area of Conservation (SAC) and the Habitats Regulations Assessment identifies development at Bushfield Camp as having the potential to have a ‘significant effect’ on the River Itchen SAC and other designated sites ‘in combination’. Therefore it will be necessary for further work in relation to this aspect to resolve issues of water resource and quality; atmospheric pollution and recreational activity, in relation to any development proposals.
- 3.37 The topography of the site means it is visible from a wide area, as identified in the Winchester City and its Setting Report, which recognises the significance of the site to the setting of the City as a whole, and particularly to St Cross. Whilst the site is not within the South Downs National Park its proximity will be a consideration for the extent of developable land, the type of land uses which would be acceptable and the design and layout of the site to minimise adverse impacts on the setting of Winchester.
- 3.38 A positive planning solution is needed for the site, which contributes to the spatial development strategy for Winchester Town and the importance of its setting. It must also ensure that the important characteristics of the site are retained, including realising the recreational potential of the area, and prevent an unplanned or piecemeal planning outcome. The characteristics of the site may suit a form of development that requires such a unique location, possibly business or institutional uses, rather than traditional housing or other uses which could and should be accommodated within or adjoining the town.

- 3.39 The site is not a strategic allocation because the aim of this policy is to enable possible future uses for the site to be explored which also ensure the delivery of wider outcomes. Its development should help realise the Vision for Winchester and the Community Strategy's aims for the wider District, and must be compatible with the policy framework set out in this Core Strategy.
- 3.40 Consequently Bushfield Camp is identified as an 'Opportunity Site'. This status recognises the opportunity for the site to contribute towards social, economic and environmental aspirations for Winchester and for a form of development which ensures that the key aspects of the site are retained in perpetuity.

<b>Policy WT3 - Bushfield Camp Opportunity Site</b>
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**Land at Bushfield Camp, Winchester as defined on the following map, is identified as an Opportunity Site. A comprehensive, conservation led approach is required for the site, given its location in the Winchester - Compton Street Local Gap, its proximity to the South Downs National Park and the River Itchen Special Area of Conservation, and the presence of a Site of Importance for Nature Conservation Interest, existing trees and archaeological remains.**

**Proposals must resolve the long term future of the site by securing sustainable development and delivering a high quality, accessible scheme which meets the following criteria :-**

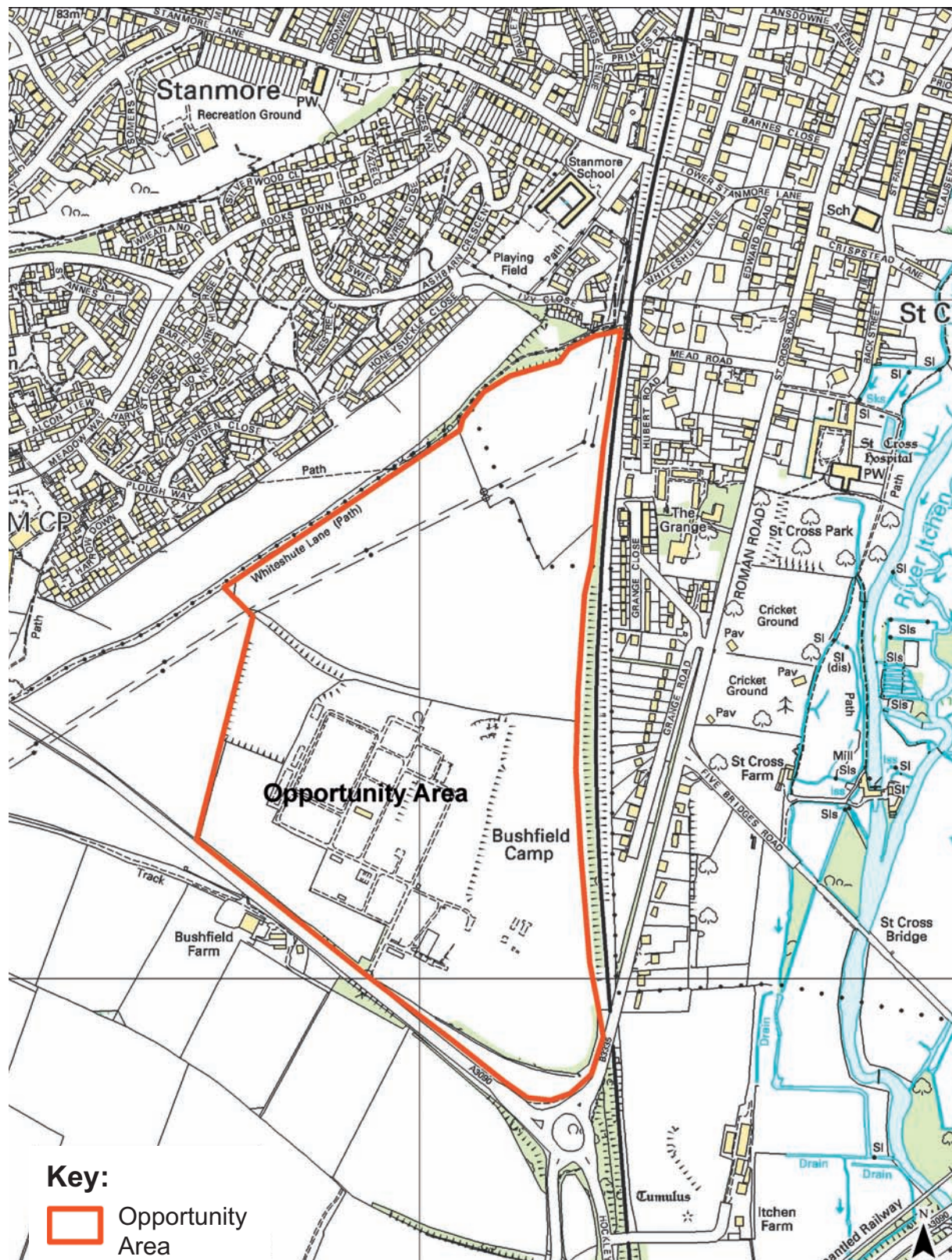
- **limits the total area of development to 20 hectares of land, prioritising use of the previously occupied area.**
- **delivers necessary social, economic or environmental development which could not otherwise be accommodated within or around Winchester, does not compete or detract from the town centre, is compatible with the provision made elsewhere through this strategy, and reflects other policy statements prepared by the Council including the Vision for Winchester.**
- **secures and lays out for public use the undeveloped part of the site for recreational purposes in perpetuity.**
- **promotes non-vehicular access to and within the site, through the creation of new routes and extensions/diversions of existing routes to ensure that the site integrates with surrounding areas and to minimise its impact on the strategic highway network.**
- **exploits the position of the site's proximity to the Winchester South Park and Ride site to access the site without reliance on the private car.**
- **includes a Sustainability Appraisal and Habitats Regulations Assessment to consider the potential effects on biodiversity, on-site and on the River Itchen, and the possible in-combination effects of the development on nearby sites of national and international importance.**

**The development proposals must meet the tests of the Habitats Regulations and be accompanied by a full set of measures to avoid or mitigate the local and wider impacts of the development.**

- **prepare a green infrastructure strategy to both enhance the development and mitigate potential impacts on the water environment and biodiversity. This should include the provision of multi-functional green links throughout the site and with the adjoining area;**
- **be of exemplary design and configuration so as to have an acceptable impact on the setting of Winchester, the South Downs National Park and the wider area, retain key views, and take into account its unique gateway location and the various designations that affect the site and its surroundings.**
- **maximises the use of sustainable construction techniques and materials so that it achieves high levels of sustainability and delivers a zero/low carbon scheme.**

**Only schemes which incorporate an innovative and progressive approach, resulting from assessing the needs of the town and community views, and satisfy the above criteria and other relevant policies of this Plan will be favourably considered.**

## Map 5. WT3 Bushfield Camp Opportunity Site



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Ordnance Survey 100019531

0 125 250 500 Metres

SCALE1: 17,500



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

- 3.41 South Hampshire Urban Areas is a local response to meet the challenges presented by a significant part of the District being located within the Partnership for Urban South Hampshire (PUSH). The City Council is a member of PUSH, a grouping of local authorities in southern Hampshire which has been formed to develop a joint economic and spatial strategy. The local authorities cooperated through PUSH to develop the spatial vision for the South Hampshire sub-region which was incorporated into the South East Plan. PUSH has also commissioned a number of technical studies and reports to inform the emerging strategies of its partner authorities, these can be viewed on the PUSH website <http://www.push.gov.uk/>.
- 3.42 The PUSH strategy aimed to improve the sub-region's economic performance to at least match the regional average, with a target of achieving a Gross Value Added (GVA) of 3.5% per annum by 2026. However in response to the worsening economic outlook PUSH commissioned a refresh of its Economic Strategy<sup>19</sup>. This recommended a strategy that is more aligned to current circumstances. In particular it seeks to improve learning and skills to ensure that the sub-region develops a skilled workforce that can underpin higher levels of economic growth. The new strategy was adopted by PUSH in 2010 and will continue to guide economic development in the sub-region.
- 3.43 South Hampshire has a dense and complex settlement pattern, and there are substantial areas of undeveloped or underused land within the urbanised parts of the sub-region. The refreshed Economic Strategy reiterates PUSH's support for the growth of the cities of Southampton and Portsmouth as the drivers of a sustainable and growing economy. Development up to 2016 is focussed primarily on sites allocated in adopted Development Plans, on brownfield sites and on urban extensions. After 2016 this focus will continue, but the strategy also provided for major greenfield development concentrated in two 'Strategic Development Areas' (SDAs), one to the North of Fareham and one to the North/north-east of Hedge End. The Fareham SDA adjoins the Winchester District boundary.
- 3.44 The principle of the North of Fareham SDA has been established in the adopted Fareham Core Strategy (2011), and work has already commenced on preparing an Area Action Plan to guide the development of the SDA. The City Council will continue to work closely with Fareham Borough Council to help bring forward this development.
- 3.45 The SDA North/North East of Hedge End however will not proceed as Eastleigh Borough Council has formally resolved not to plan for the SDA, following the receipt of a Feasibility Report supported by a number of evidence studies. The emerging Eastleigh Borough Local Plan 2011- 2029 proposes alternative sites, which do not require any land within Winchester District to provide the housing and supporting infrastructure. That Plan includes a proposal for a Botley bypass and land in Winchester District is reserved to enable this to be completed, if it is required by the County Council as Highway Authority.

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<sup>19</sup> Refresh of PUSH Economic Strategy; DTZ, October 2010

- 3.46 Therefore, the spatial vision for this area reflects these matters and seeks to bring forward large scale developments that will contribute to the PUSH strategy:

The vision for the South Hampshire Urban Areas is to develop a series of sustainable new neighbourhoods/communities to contribute towards meeting the PUSH strategy of improving economic performance by providing sustainable opportunities for large-scale, high quality housing, economic development and associated uses.

- 3.47 To achieve this vision, the South East Plan requires the PUSH part of Winchester District to accommodate an increase of 6,740 dwellings (2006-2026). Development from all sources within the PUSH part of the District are expected to meet the South East Plan's requirement, having regard to completions since 2006 and capacity in the rural settlements within the PUSH area.
- 3.48 In line with the PUSH urban-centred strategy, the assessment of options and the public comments, the major greenfield development which will be required within the PUSH part of the District to meet this will be focused on the urban areas that fringe the District, at West of Waterlooville and Whiteley. About 5,500 dwellings are proposed in these locations, which will also focus housing development in areas where there are already large existing and planned employment allocations, supporting the economic growth objectives of PUSH. Planning consents for the West of Waterlooville Major Development Area will provide 2,500 new dwellings in the Winchester District. This leaves the need to allocate land to accommodate the remainder of the 5,500 requirement of about 3,000 dwellings.
- 3.49 Development to the north of Whiteley provides the opportunity to secure important infrastructure and community facilities, and to locate new residential development close to major employment areas. In particular the development offers the opportunity to complete the Whiteley Way as a new road primarily aimed at serving the new development but which will provide a new link to the Botley Road. The development should provide for a new secondary school and two new primary schools which, in addition to meeting the needs of the new development, will also serve to meet existing shortfalls in educational facilities in the area.
- 3.50 The overall site area is approximately 215 hectares, of which around half is either constrained or required to mitigate potential environmental impacts. This significantly reduces the developable area, but the site should be capable of delivering at least 3,000 new dwellings. The final figure may exceed 3,000 and this will be dependant on the preparation of a comprehensive masterplan, based on sound urban design principles, and the ability of the site to either avoid or mitigate its potential environmental impacts.
- 3.51 The development will be expected to provide a range of housing types and be aligned with the housing requirements needed to support the existing employment opportunities in the locality. Particular attention should be paid to the need to cater for an increasingly ageing population, and a range of housing

options should be provided aimed at meeting the varying needs of the elderly. A percentage of the housing should be affordable in line with the Council's affordable housing policies.

- 3.52 The Sustainability Appraisal and the Habitats Regulations Assessment identify a number of potential risks to internationally important sites, particularly the Special Protection Area on the Upper Hamble. This will require a full package of measures to be implemented to either avoid or mitigate harmful impacts. This will also include off-site measures to improve access to and the management of Whiteley Pastures. The mitigation measures will need to be consistent with both the PUSH Green Infrastructure Strategy, and the Solent Disturbance and Mitigation Project, which might require further off-site measures to mitigate potential impacts. The full package of measures should demonstrate that harmful impacts on any European site would be avoided or adequately mitigated, otherwise the scale of the development would need to be reduced accordingly.
- 3.53 A comprehensive green infrastructure strategy will be required to support any proposals for development. This will need to show how a network of multi-functional open spaces and links will be integrated into the development area to achieve a range of aims including a net gain in biodiversity, helping to mitigate or avoid potential risks to protected sites of European importance, and providing the necessary buffers between these sites and the development. In addition, the green infrastructure will provide for recreational open space provision including children's play, allotments and separate areas for dog walking, in recognition of the sites proximity to protected European sites. To also incorporate a sustainable drainage system and maximise the advantages of the site's landscape setting, including existing trees and hedgerows. A key feature will be to ensure that the development area links with the adjoining countryside and creates an enhanced recreational experience for adjoining communities.
- 3.54 Initial transport assessments<sup>20</sup> undertaken during the preparation of this Plan, indicate the need for a range of mitigation measures in order to reduce the traffic impact on both the local and strategic network, including improvements to junction 9 of the M27 motorway; junction improvements and traffic calming as required to the local network. A key feature of this development is to achieve the completion of Whiteley Way. In addition, a package of smart choices aimed at providing a genuine modal shift away from the private car to more sustainable modes of transport is needed through the preparation of a public transport strategy to include potential bus subsidies and links with local rail connections.
- 3.55 The development will be required to provide a range of social infrastructure to meet the needs of the new community, including two new local centres with multi-functional community buildings, educational facilities and adequate local health provision.

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<sup>20</sup> Winchester LDF Transport Assessment Stage 2 MVA - 2009

- 3.56 The South East Plan sets requirements for the provision of commercial floorspace in the PUSH area, in line with the PUSH strategy of economic growth. There are separate requirements for the South West and South East parts of the PUSH area, with Winchester falling within the South East sub-division. PUSH has agreed an Employment Floorspace Policy Framework<sup>21</sup> which allocates floorspace targets at a District level.
- 3.57 Existing permitted and allocated sites will provide the land needed to deliver this floorspace and these are concentrated particularly at Whiteley and West of Waterlooville. Studies undertaken to inform the floorspace targets highlight the importance of the logistics sector for the PUSH area, partly reflecting the proximity of the ports. The location of employment land commitments supports the development strategy outlined above and means that there is no need for further new employment allocations for the South Hampshire Urban Areas. In addition, there will be significant employment floorspace provided within the North of Fareham SDA adjoining the District's boundary, which in part mitigates the need for any further employment allocations in the Winchester part of PUSH.

<b>Policy SH1 - Development Strategy for South Hampshire Urban Areas</b>
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**The vision for the South Hampshire Urban Areas will be achieved through the provision of:-**

- **new housing to meet a range of community needs and deliver a wide choice of homes including affordable to ensure social inclusion,**
- **a new community to the West of Waterlooville consisting of about 3,000 homes (500 in Havant Borough), of which 40% will be affordable, and associated employment provision, support facilities and services, in accordance with the requirements of Policy SH2,**
- **a new community to the North of Whiteley consisting of about 3,000 homes, of which 40% will be affordable, which will support existing employment provision and provide new and expanded infrastructure, facilities and services, in accordance with the requirements of Policy SH3,**
- **peripheral green infrastructure associated with the North of Fareham Strategic Development Area, which is located within the adjoining Fareham Borough, in accordance with the requirements of Policy SH4,**
- **commercial floorspace at Whiteley, Segensworth and West of Waterlooville (mostly already committed), which will contribute to achieving the economic strategy for the PUSH area and help to provide balanced new communities nearby,**
- **protection of important natural assets, particularly habitats of national and international importance, and Gaps which are important in defining the urban structure of the area.**

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<sup>21</sup> PUSH Employment Floorspace Policy Framework – 2009



Planning permission has now been granted for a Major Development Area of 3,000 dwellings to the West of Waterlooville (2,500 in the Winchester District and 500 in Havant Borough), including the former 'reserve' site for 1,000 dwellings. This is consistent with the adopted Havant Borough Core Strategy, which also confirms the allocation of the MDA.

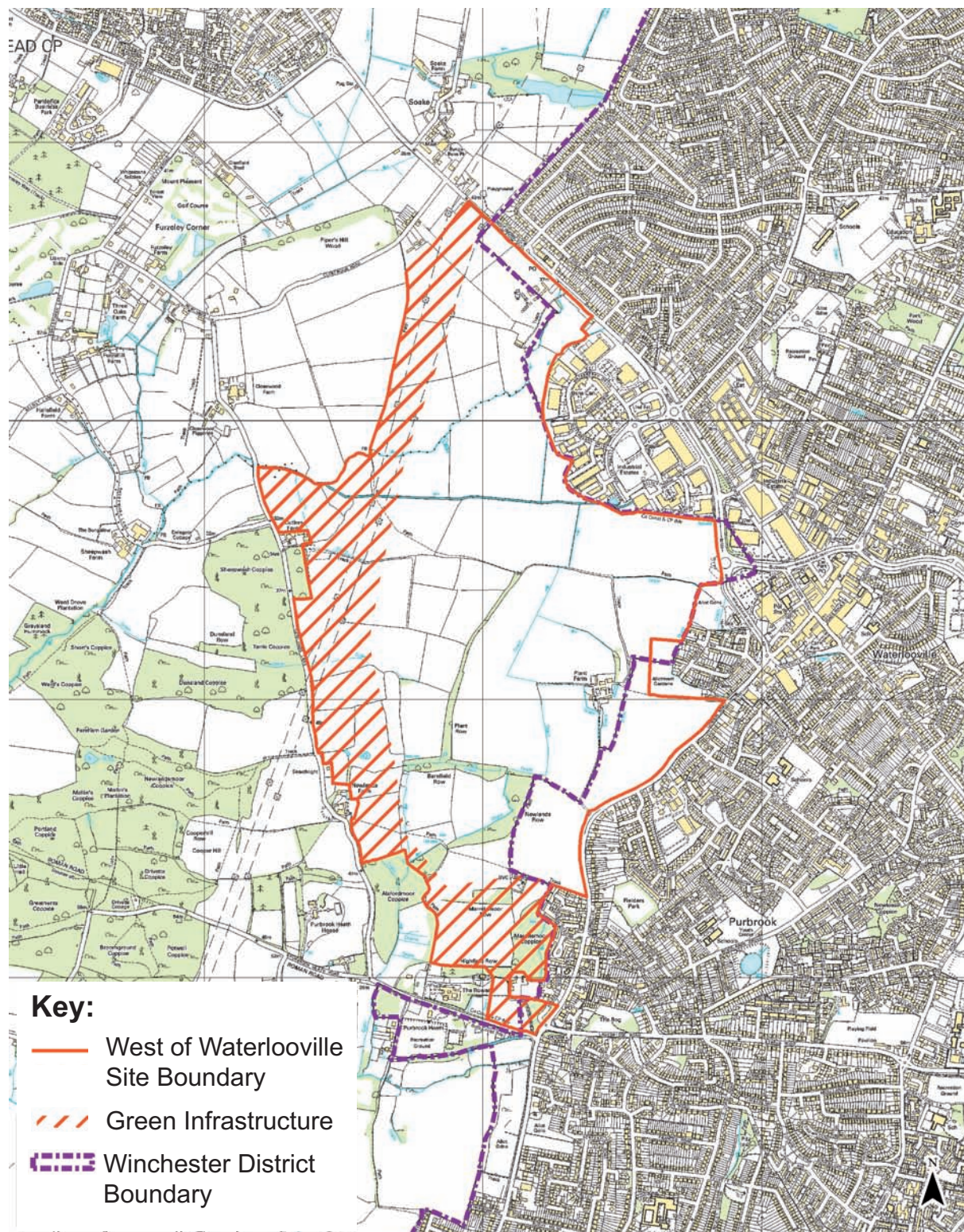
<b>Policy SH2 - Strategic Housing Allocation – West of Waterlooville</b>
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**Land to the West of Waterlooville (as shown on the following map) is allocated for the development of about 3,000 dwellings together with supporting uses.**

**The development should deliver the agreed vision for the West of Waterlooville major development area which aims to create a sustainable urban extension to Waterlooville, integrated with Waterlooville town centre and forming the fourth quadrant of the town. It should accord with Policy DS1, in addition to the following site-specific requirements:**

- **be integrated with Waterlooville town centre including measures to enable good pedestrian and cycle access across Maurepas Way;**
- **retail provision within the development should be within a modest local centre which is subservient to Waterlooville town centre;**
- **provide at least 23 hectares of employment land, including uses which will help link the development to the town centre, create a vibrant commercial area and include some mixed housing/ commercial areas;**
- **provide a new access road through the development between the A3/Ladybridge Road roundabout and the A3/Maurepas Way roundabout with public transport provision and other measures to reduce traffic generation. The development should fund any off-site transport improvements necessary to achieve this and to accommodate traffic likely to be generated by the development;**
- **provide two primary schools and contributions to off-site improvements to secondary education to accommodate the development, along with other physical and social infrastructure.**

## Map 6. SH2 Strategic Housing Allocation – West of Waterlooville



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0 170 340 680 Metres

SCALE1: 17,500

<b>Policy SH3 - Strategic Housing Allocation – North Whiteley</b>
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**Land to the North of Whiteley (as shown on the following map) is allocated for the development of about 3,000 dwellings together with supporting uses. The development should reflect Whiteley's predominantly wooded character and setting by maximising the opportunities presented by the substantial areas of green space within and adjoining the allocated area, which are either unsuitable for built development or needed to mitigate potential impacts on protected sites. Development proposals should be accompanied by a comprehensive masterplan which includes an indicative layout and phasing plan, and sets out details of how this will be achieved**

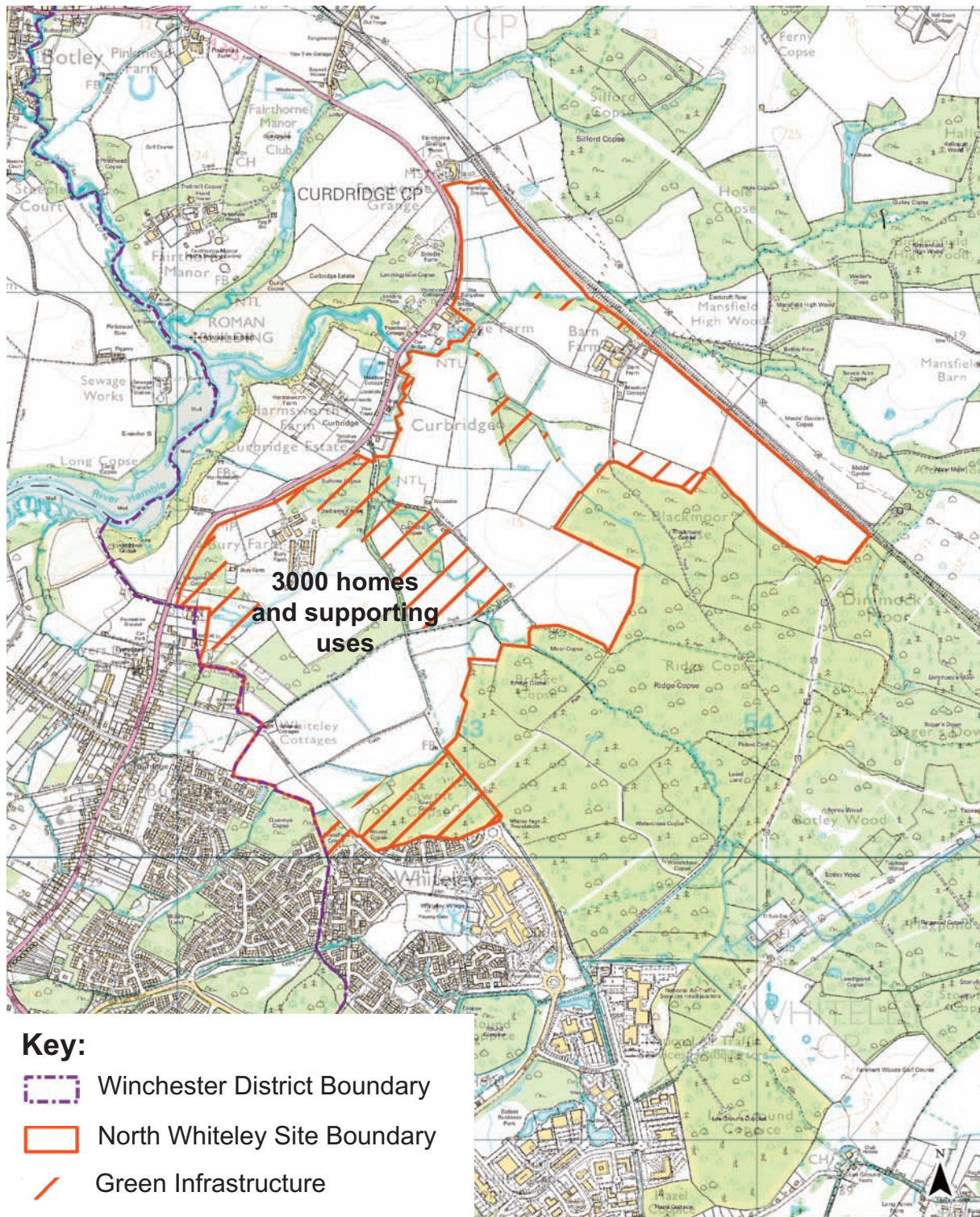
**The development should also complement and take advantage of facilities in the nearby town centre and major employment at the Solent Business Parks. It should accord with Policy DS1, in addition to the following site-specific requirements:**

- protect and enhance the various environmentally sensitive areas within and around the site, avoiding harmful effects or providing mitigation as necessary. This will include any measures as necessary to mitigate the impact of noise and light pollution on the adjoining areas. The existing woodlands on and adjoining the site should be used to create attractive neighbourhoods with a distinctive sylvan character, improve biodiversity, provide recreational facilities including areas for children's play, and possibly be managed to as a source of renewable energy (woodfuel);**
- provide for pre-school facilities, and two additional primary schools and a secondary school to accommodate the development, along with other physical and social infrastructure, including provision for primary health care in the locality to serve the new community;**
- provide a comprehensive assessment of existing access difficulties affecting Whiteley, agree solutions prior to planning permission being granted, and incorporate specific proposals to ensure that these are implemented at an early stage of the development;**
- undertake a full Transport Assessment to ensure that the package of mitigation measures are incorporated into the scheme, including pedestrian and cycle links, a public transport strategy and any off-site contributions as deemed necessary;**
- complete Whiteley Way at an early stage of development, in an environmentally sensitive manner which does not cause undue severance for the new community or encourage traffic from adjoining areas to use the new route to gain access to the strategic road network.**

- **provide measures to ensure that smarter transport choices are made to achieve a modal shift which minimises car usage, manages the impact of private cars on the highway network, and implements measures necessary to accommodate additional traffic. These should improve Whiteley's level of self containment and make a significant contribution towards reducing commuting levels;**
- **undertake a full assessment of the impact on habitats and biodiversity (especially those of national and international importance such as the River Hamble and the Solent) of development both on site and in combination with other nearby sites.**
- **include a Green Infrastructure Strategy which sets out measures to avoid harmful impacts and mitigate the local and wider impacts of the development. The strategy will also need to include any off-site measures required to mitigate harmful impacts on European sites.**



## Map 7. SH3 Strategic Housing Allocation – North Whiteley



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## **Strategic Development Area - North of Fareham**

- 3.58 The Strategic Development Area (SDA) to be located to the North of Fareham, as proposed by the South East Plan (Policy SH.2) and adopted Fareham Core Strategy, will comprise 6,500 – 7,500 new homes. This SDA will be focused towards the City of Portsmouth and help deliver the strategic growth required in the South Hampshire sub-region. The South East Plan indicates that this SDA will be located within Fareham Borough and the Fareham Borough Core Strategy confirms this, including areas of open space, green infrastructure and green buffers to be incorporated within the layout.
- 3.59 Although none of the built element of the SDA will be within Winchester District, the SDA is a strategic issue which the Winchester District Local Plan Part 1 - Core Strategy needs to address. The South East Plan and the Fareham Core Strategy require that green buffers are provided to ensure that the SDA does not coalesce with Wickham or Knowle. Some of the land involved will be within Fareham Borough, and the City Council would encourage its location adjoining areas of new green infrastructure, so as to reinforce the buffer between the SDA and Knowle and Wickham. It is also necessary for this plan to define the general extent of open land within Winchester District which should be retained as a gap between the SDA and these settlements. It may be possible to accommodate some natural green infrastructure on land within Winchester District, provided it does not include buildings and maintains the open and rural character of the land and enables its long-term management to be secured. The overriding requirement is to retain the open rural nature of this land and to prevent changes which would urbanise its undeveloped character<sup>22</sup>. The uses and management of the area must help to secure an effective, viable and long-term gap between the SDA and the separate settlements of Knowle and Wickham.
- 3.60 Although the Area Action Plan for the SDA will only cover land within Fareham Borough, the City Council will work closely with the Borough Council to plan for and deliver the SDA, particularly elements that affect the open land within Winchester District. Policy SH4 below sets out the planning framework for the areas within Winchester District and there may be a need for a Supplementary Planning Document for this land in the future.

### **Policy SH4 - North Fareham SDA**

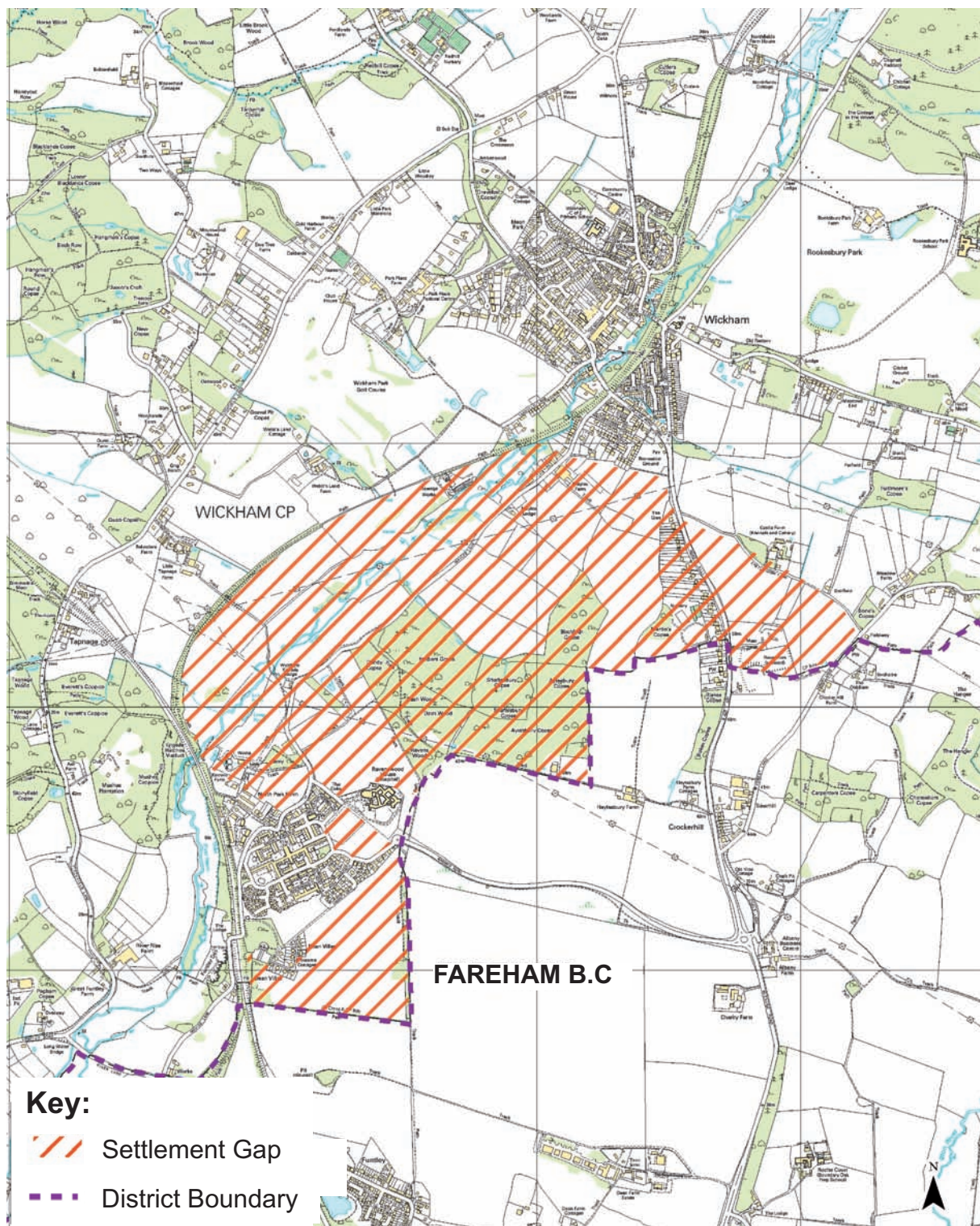
**The City Council will cooperate with Fareham Borough Council to help develop a Strategic Development Area of between 6,500 - 7,500 dwellings together with supporting uses, centred immediately to the north of Fareham.**

**Land within Winchester District (as shown on the plan below) will form part of the open areas, required by the South East Plan, to ensure separation between the SDA and the existing settlements of Knowle and Wickham. The open and undeveloped rural character of this land will be retained through the application of Policy CP18 Gaps.**

<sup>22</sup> Fareham SDA Site Assessments WCC - 2009



## Map 8 SH4 North Fareham SDA



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0 250 500 1,000 Metres

SCALE1: 19,000

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

- 3.61 This spatial area includes the 50 or so smaller settlements within the District, which range from market towns of a few thousand population to small hamlets of a few dwellings originally serving the agricultural industry. It includes that part of the South Downs National Park that is within Winchester District.
- 3.62 In rural areas most new development should be focused in or near to local service centres, with some limited development in other smaller rural settlements to meet local community and employment needs. Small communities should not be regarded as unsustainable simply because of their size or location but significant development should not be directed to settlements which are remote from, or have poor public transport links to the services residents need. This philosophy lies at the heart of the market towns and rural areas strategy.
- 3.63 Community engagement throughout the preparation of the Core Strategy has emphasised the importance of maintaining rural character and retaining individual settlement identity. But small scale, appropriate, development may be allowed, not only to support the retention of services but to provide new opportunities meet local community needs.
- 3.64 The vision for this spatial area reflects these aspirations:-
- The vision for the market towns and rural area is to support development that serves local needs in the most accessible and sustainable locations, promotes the vitality and viability of all communities, and maintains their rural character and individual settlement identity.
- 3.65 The Council's Economic Strategy<sup>23</sup> and Retail Study<sup>24</sup> have both identified specific needs in relation to this spatial area.
- 3.66 The retail study recognises that New Alresford, Bishops Waltham, Wickham, and Denmead have potential to deliver additional retail/leisure floorspace in the short to medium term (up to 2016), together with some limited provision to expand more local rural shops. In total the report suggests that there is capacity for an increase in floorspace of about 5,900 sq m gross A1 retail space, and this could increase to 6,700 sq m if classes A2 to A5 are included.
- 3.67 The economic strategy identifies a number of success factors for this spatial area including supporting diversification, buying local, and sharing premises. Eight key issues are identified from the need to manage woodlands effectively, to ensuring that sufficient tourist accommodation and attractions are available of the right quality to maximise this sector of the economy, to understanding the demands for bio-fuels and the processes involved in their production and the cost of rural housing compared to the level of rural wages. In addition, access to services and public transport and the need for both communications and broadband services that allow businesses to thrive in more remote locations

<sup>23</sup> Winchester District Economic Strategy 2010 – 2020 – WCC/WDSP

<sup>24</sup> Retail and Town Centre Uses Study 2010 - NLP



are key issues. These issues are often interrelated, particularly with access to services and jobs and the cost of rural housing.

- 3.68 The recent economic assessment<sup>25</sup> acknowledges that this area will be affected by the loss of jobs in public administration, but also that there are opportunities for growth in the business services, transport and communications sectors. These may arise partly due to the presence of one or two large employers in this part of the District.
- 3.69 The majority of housing requirements for the District will be met in the urban areas of South Hampshire and Winchester Town. Within the Market Towns and Rural Areas the aim is to identify and meet local housing needs within the settlements in which they arise. In total, these needs may amount to more than the 1,500 dwellings allocated to the Market Towns and Rural Areas (see Policy CP1) and this figure should not be considered to be a total ceiling on housing development. The provisions for housing in this area should only be exceeded where particular proposals are supported by communities.
- 3.70 The vision will be delivered through the application of the following rural development strategy and supporting policies. This strategy has been compiled following an assessment of a package of measures including population, access to public transport and the provision of services and facilities (shopping facilities, health, education, community uses and employment opportunities). In addition, all settlements have been assessed as to how well they relate to each other, and the interdependencies between them<sup>26</sup>.

<b>Policy MTRA1 - Development Strategy Market Towns and Rural Area</b>
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**The spatial planning vision for the Market Towns and Rural Area will be achieved through:-**

- **identifying and providing for the needs of each settlement, to fulfil its needs relative to its role and function;**
- **the provision of new homes to meet the local housing needs of the settlements in this spatial area. A range of housing types, sizes and tenures, including affordable housing, should be provided to meet a range of requirements, including those of older persons and people with disabilities and support needs to ensure social inclusion;**
- **retention or redevelopment of existing employment land and premises to provide and improve local employment opportunities for both existing and new businesses and to support entrepreneurship;**
- **the retention and improvement of rural shops and community facilities, including expansion at an appropriate scale in keeping with the location and the community they serve;**

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<sup>25</sup> Review of Employment Prospects etc DTZ 2011

<sup>26</sup> Rural development Strategy Background Paper 2010 WCC

**Development proposals which maintain and enhance important local character and retain settlement identity.**

**Development should be of an appropriate scale so as not to exceed the capacity of existing services and infrastructure or should be accompanied by any required improvements to physical and community infrastructure provision, including rural transport initiatives and communications technology.**

- 3.71 The following policy applies to the larger market towns and smaller local centres. These have varying needs and capacity for some growth, which should be at a scale to reflect their role and characteristics. The strategy is that each of these settlements should meet its own needs for housing and employment and community services and should continue to function as a service centre for smaller neighbouring communities. The remainder of settlements within the District, including those that lie within the South Downs National Park, will be subject to an approach to development to allow the flexibility to address their local needs, but development which does not meet local needs is unlikely to be supported.
- 3.72 Local needs and aspirations can be identified through a range of Community Planning tools including Parish Plans and Neighbourhood Plans. Neighbourhood Plans in particular provide communities with the ability to allocate sites for development following the strategy expressed in this Plan.

**Market Towns and Larger Villages**

- 3.73 The two main settlements in the Market Towns and Rural Area are New Alresford and Bishops Waltham, which both have higher levels of population, service provision and connections with surrounding communities. Not only do they generate a range of development needs, but they also have more opportunities for these to be delivered.
- 3.74 Both Bishops Waltham and New Alresford are situated in 'gateway' locations to the South Downs National Park and are keen to exploit the tourism and other benefits that this opportunity provides. They also acknowledge that they act as service centres for a wider rural population providing a number of key facilities such as medical provision, shops, libraries, education and sports facilities.
- 3.75 Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase, and Wickham each have quite different characteristics, but all act as a focal point for their own communities and sometimes smaller surrounding villages.
- 3.76 All these local communities wish to maintain and improve local facilities, including public transport. They acknowledge the importance of providing for local housing needs, especially for affordable housing and older persons' housing, with some limited growth for economic purposes, particularly for new 'start-ups' and to address the changing requirements of businesses. They all recognise that they have a strong community identity, but at the same time are nervous about the threats they perceive to their particular character, through inappropriate development. In addition, some settlements are concerned about

the impact of adjacent major development, for example the Fareham SDA to the south of Wickham.

- 3.77 An assessment of their population, service provision and connections, together with how many surrounding smaller villages rely on them for specific services/facilities, indicates that these are sustainable locations appropriate for development to meet local needs, whilst protecting their individual identity.
- 3.78 Some of these settlements may have more previously developed land available for development than others, and some about the National Park or have defined Local Gaps. Given this variety of circumstances the development requirements have been stated as a range, which it is considered can be delivered through a mixture of development and redevelopment opportunities in the short to medium term within the existing built-up area. Planned greenfield releases may be necessary in the longer term, particularly to meet specific local housing and employment needs and wider community aspirations, as identified through community plans. The need for any greenfield sites will be assessed, and allocations undertaken as necessary, through a future Development Plan Document or Neighbourhood Plan, with existing settlement boundaries retained in the meantime.
- 3.79 Development in these locations will be required to be accompanied by the timely provision of infrastructure and, where possible and practical to do so, address existing deficiencies.

<b>Policy MTRA 2 - Market Towns and Larger Villages</b>
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**The Local Planning Authority supports the evolution of the larger settlements in the Market Towns and Rural Area to maintain and improve their role and function and to meet a range of local development needs through :-**

**In Bishops Waltham and New Alresford, provision for 400 – 500 new homes in each settlement and provision for 150 – 250 new homes in each of the following settlements:- Colden Common, Denmead, Kings Worthy, Swanmore, Waltham Chase, and Wickham.**

**Economic and commercial growth will be supported to maintain and improve the shopping, service, tourism and employment roles of these settlements and where possible improve public transport provision. Development should be appropriate in scale and result in a more sustainable community by improving the balance between housing, employment and services. Existing facilities, services and employment provision should be retained or improved to serve the settlements and their catchment areas.**

**Housing, employment, retail and services should be accommodated through development and redevelopment opportunities within existing settlement boundaries in the first instance. Sites outside settlement boundaries will only be permitted where following an assessment of capacity within the built-up area they are shown to be needed, or to meet**

**a community need or realise local community aspirations identified through a Neighbourhood Plan or other process which demonstrates clear community support. Uses which are essential to the role and function of the settlement, or to maintaining the balance between housing, employment and services, may be relocated if they can be re-provided in a location which is as at least as suitable and accessible and if proposals for the re-use of vacated land and premises are also acceptable.**

**All new development should be appropriate in scale and design and conserve each settlement's identity, countryside setting, key historic characteristics and local features, particularly as identified in Village Design Statements, the District Landscape Assessment or other guidance. Development should protect areas designated for their local or national importance, such as Gaps and the South Downs National Park.**

### **Other Settlements in the Market Towns and Rural Area**

- 3.80 The remainder of the settlements in the Market Towns and Rural Area are very varied in terms of their size, character and level of service provision. Some have large populations but a poor level of service provision whilst others may have unusually good service provision for their size, often reflecting their historic importance. Many others are very modest both in terms of both their population and the level of service provision. This is typical of a diverse rural area where there is a high degree of personal mobility and choice, which creates a complex pattern of settlement dependencies.
- 3.81 Although many of these settlements may be very small, and do not necessarily perform well on traditional 'sustainability' criteria, almost all acknowledged through community engagement the need for some new housing, often smaller, more affordable housing for older people. These settlements are particularly concerned about the impact of development on the character of their village and want development to contribute positively to their village, with a priority for the use of brownfield sites.
- 3.82 In addition to housing, some were supportive of small-scale business development and/or live-work units and the need to improve broadband for both domestic and commercial use. The value of local services is recognised and these need to be retained or improved wherever possible.
- 3.83 The diversity of settlements means that some can accommodate more change than others, and the following development strategy reflects this. In villages which currently provide reasonable local facilities, such as schools or a local shop/Post Office, or which have a population that could support these facilities, the emphasis is to maintain the vitality of these communities. In these villages a modest level of development may be allowed which could help, for example, to retain the local school or Post Office, provide affordable accommodation, or encourage more small businesses and opportunities for young people. In others the development requirements may relate to very specific concerns that have been identified in a community plan or Neighbourhood Plan.

- 3.84 A key challenge is to allow some development to respond to local needs where appropriate and justified, whilst ensuring that this spatial area retains its overriding characteristics of being countryside with dispersed settlements of varying sizes. It would not be appropriate or acceptable to allow uncontrolled or sporadic development to occur across the District. For this reason the following policy subdivides all the settlements into two categories – those with existing settlement boundaries and those without. The intention is that these boundaries are retained in their existing form, but where a community wishes to review its settlement boundary through the preparation of a future development plan document or Neighbourhood Plan this will be supported. The purpose is to ensure that change is possible but through a controlled and considered process.
- 3.85 A substantial number of the settlements that lie within the rural part of the District are also within the South Downs National Park, where development proposals will be required to comply with National Park purposes, to conserve and enhance the natural beauty, wildlife and cultural heritage of the area and to promote opportunities for the understanding and enjoyment of the special qualities of the Park by the public. It is also a duty to seek to foster the economic and social well-being of the local communities within the National Park. It will be necessary for development in these settlements to respect this designation which may limit the scope for development.
- 3.86 There may also be opportunities for sites to be brought forward as ‘exception sites’, to allow small scale rural affordable housing schemes to be permitted on sites where market housing would not be permitted. Such sites specifically respond to demonstrable local affordable housing needs and are covered elsewhere in this plan (see policy CP4)
- 3.87 The following policy identifies for clarity which settlements may be considered suitable for development/redevelopment opportunities and potentially for proportionate greenfield releases, whereas in others, due to their size and nature, there is a more restrictive approach.

<b>Policy MTRA 3 - Other Settlements in the Market Towns and Rural Area</b>
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**Within those settlements in the Market Towns and Rural Area which are not covered by Policy MTRA 2 the purpose of development should be to meet local needs through development, commensurate with their size, character and function:**

- **Within the existing defined boundaries of the following settlements development and redevelopment opportunities will be supported -**

**Cheriton, Compton Down, Corhampton, Droxford, Hambledon, Hursley, Itchen Abbas (part), Knowle, Littleton, Micheldever, Micheldever Station, Old Alresford, Otterbourne, South Wonston, Southdown, Southwick, Sparsholt, Sutton Scotney, Twyford, West Meon.**

- **Within the following settlements, which have no clearly defined settlement boundary, development and redevelopment that consists of infilling of a small site within a continuously developed road frontage may be supported, where this would be of a form compatible with the character of the village and not involve the loss of important gaps between developed areas -**

**Abbots Worthy, Avington, Beauworth, Beaches Hill, Bighton, Bishops Sutton, Bramdean, Chilcomb, Compton Street, Crawley, Curbridge, Curdridge, Durley, Durley Street, East Stratton, Easton, Exton, Gundleton, Headbourne Worthy (part), Hundred Acres, Itchen Stoke, Kilmeston, Lower Upham, Martyr Worthy, Meonstoke, New Cheriton/Hinton Marsh, Newtown, North Boarhunt, Northbrook, Northington and Swarraton, Itchen Abbas (part), Otterbourne Hill, Ovington, Owslebury, Shawford, Shedfield, Shirrell Heath, Soberton, Soberton Heath, Stoke Charity, Tichborne, Upham, Warnford, Wonston, Woodmancott.**

**Other development proposals may be supported to reinforce a settlement's role and function, to meet a community need or to realise local community aspirations. These should be identified through a Neighbourhood Plan or process which demonstrates clear community support.**

**All new development should be appropriate in scale and design and conserve each settlement's identity, countryside setting, key historic characteristics and local features, particularly as identified in Village Design Statements, the District Landscape Assessment or other guidance. Development should protect areas designated for their local or national importance, such as Gaps and the South Downs National Park.**

### **The Countryside**

- 3.88 Very small communities which are no more than a collection of houses or isolated dwellings, are not covered by the above policies and are considered to be within the wider countryside. Development will be limited to that which has an essential need to be located in the countryside. This may include development which is necessary for agricultural, horticultural or forestry purposes, and certain types of open recreational uses which require a countryside location.
- 3.89 In addition, there are a number of existing buildings within the countryside of the District, some of which are no longer in use and others which are occupied by existing users or existing businesses which may need to expand. These existing structures are often an accepted part of the landscape and it is considered appropriate to provide for them to be used productively, through re-use or for them to be redeveloped.

<b>Policy MTRA 4 - Development in the Countryside</b>
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**In the countryside, defined as land outside the built-up areas of Winchester, Whiteley and Waterlooville and the settlements covered by MTRA 2 and 3 above, the Local Planning Authority will only permit the following types of development:**

- **development which has an operational need for a countryside location, such as for agriculture, horticulture or forestry; or**
- **proposals for the reuse of existing rural buildings for employment, tourist accommodation, community use or affordable housing (to meet demonstrable local housing needs). Buildings should be of permanent construction and capable of use without major reconstruction; or**
- **expansion or redevelopment of existing buildings to facilitate the expansion on-site of established businesses or to meet an operational need, provided development is proportionate to the nature and scale of the site, its setting and countryside location; or**
- **small scale sites for low key tourist accommodation appropriate to the site, location and the setting.**

**Development proposed in accordance with this policy should not cause harm to the character and landscape of the area or neighbouring uses, or create inappropriate noise/light and traffic generation.**

- 3.90 Across the District there are a number of large commercial and educational/training establishments set in the wider countryside: IBM (Hursley), Defence establishments (Winchester, Worthy Down and Southwick), Sparsholt College (Sparsholt), Marwell Wildlife (Colden Common), and Arqiva (Crawley). These establishments are primarily involved in business and training activities which support the District's economy and it is important that they can continue to thrive. They also employ large numbers of people with a range of skills that the Council wishes to retain locally.
- 3.91 Increasingly these organisations are looking to meet modern business needs through adaptation and expansion of their existing buildings. Often these establishments occupy former country estates outside of any defined settlement, where development would normally be constrained. Marwell Wildlife (Colden Common) also lies within the South Downs National Park. However, the City Council and the NPA recognises the value of these organisations and their contribution to the local economy and wishes to work with them to plan for their future needs.

<b>Policy MTRA 5 - Major Commercial and Educational Establishments in the Countryside</b>
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**The Local Planning Authority will support the retention and development of major commercial and educational establishments which occupy rural locations in the District, where this will help them continue to contribute to the District's economic prosperity. Because of their sensitive rural locations, masterplans should be prepared prior to development which identify the site opportunities and constraints, promote sensitive land and building stewardship, promote sustainable development, and maximise sustainable transport opportunities, whilst limiting impacts on the surrounding environment and communities.**



## 4.0 **CORE POLICIES**

- 4.1 The following sections of this Local Plan, contain a range of policies that are required to provide strategic guidance to development. These have been grouped according to the outcomes of the Community Strategy. Some policies will replace those in the Local Plan Review 2006, whereas other more detailed guidance will follow in future Development Plan Documents.

## 5.0 **ACTIVE COMMUNITIES**

- 5.1 The Community Strategy recognises that the vitality of the District comes from the people that live and work here, in that they are able to live active and healthy lifestyles, in communities where there are low levels of crime and people feel safe. Key links with this Local Plan relate to the provision of housing, including addressing affordable housing needs, providing opportunities for everyone to become more active through the provision of sports facilities and access to these and other forms of informal recreation via walking and cycling and the need to improve access to services, in particular with regard to the ageing population.
- 5.2 The Council's Housing Strategy<sup>27</sup>, identifies the following housing challenges for the District as:
- housing affordability.
  - the increasing numbers of households in housing need in urban and rural parts of the District.
  - the need to achieve the decent homes standards for affordable and private sector properties.
  - the need to provide additional housing to meet South-East Plan targets, support the local economy and social cohesion.
  - the changing demographic structure and household growth.
  - the need meet the wide range of housing needs of the District's disparate communities, in particular those members who are vulnerable or disadvantaged.
- 5.3 These challenges are supported by a number of priorities. Of particular reference are the following and these are priorities for this Local Plan:-
- to improve the supply of affordable homes and meet local needs.
  - to ensure an adequate housing supply to support the local economy and meet local needs, including enabling affordable housing to be provided on rural exception sites.

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<sup>27</sup> Winchester District Housing Strategy 2008/9 -2012/13 WCC/WDSP

- 5.4 The City Council is fully aware that its population is aging and has an established Older People's Partnership<sup>28</sup> and subsequent action plan. The action plan expresses a new strategic approach to the well-being of all people as they grow older and looks across the spectrum of older people's well-being issues. Many of these have links with spatial planning in terms of access to facilities and services such as leisure, transport, housing, environment, health and social care. This complements the Hampshire Primary Care Trust's Strategy 'Healthy Horizons' which identifies 'dealing with the effects of an aging population' as a key action.
- 5.5 The South East Plan sets housing requirements for the District for the period 2006-2026. During the preparation of this Plan the Government announced its intention to abolish regional strategies but this had not been implemented at the time of submitting the Plan for examination. Accordingly, this Plan has been developed so as to be in general conformity with the housing requirements of the South East Plan for the period 2006-2026.
- 5.6 The City Council has taken the opportunity to develop local housing targets and has rolled-forward the Plan period to 2011-2031. It has undertaken an assessment of the population changes<sup>29</sup> and housing needs that will occur across the District during the Plan period and has produced and updated a Strategic Housing Market Assessment<sup>30</sup>. These documents and other evidence provide a detailed insight into the housing needs of the District, both in terms of the amount and type of housing needed. The locally-derived level of housing growth that is needed is 11,000 dwellings in the period 2011-2031.
- 5.7 This amount of housing is required to ensure that communities remain sustainable, that local aspirations in terms of housing mix and range of tenures are met and that the District can maintain its economic vitality. Affordable housing needs are considerable and Policy CP3 seeks the maximum level of affordable housing provision that is viable, in conjunction with new development. However, this alone will not fully meet affordable housing needs and other means of improving affordable housing provision will be sought, including making better use of the existing stock and developing schemes which contain a higher proportion of affordable housing. The policies of this plan allow for local communities of all sizes to identify and meet their housing needs, including through 'exceptions sites' where this is not possible within existing settlements. The Council and the National Park Authority will monitor the delivery of these schemes and may allocate sites for affordable housing provision where necessary to bring forward adequate housing.
- 5.8 The spatial strategy for the District allocates the majority of the housing provision to the most sustainable areas, namely Winchester Town and the South Hampshire Urban Areas. Three large-scale 'strategic allocations' are made in these locations, which will deliver about 7,500 of the required 11,000 dwellings. These allocations will take some time to plan and will deliver housing over a long period of time. This will affect the rate of housing delivery, which will not be even over the Plan period.

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<sup>28</sup> Winchester District Older People's Well-being Strategy Action Plan 2010 WCC/WDSP

<sup>29</sup> Housing Technical Paper WCC 2011

<sup>30</sup> Winchester District Strategic Housing Market Assessment WCC 2011

In addition to the strategic allocations at Winchester, West of Waterlooville and North Whiteley, provision is made for development within the larger settlements in the District and to meet local housing needs (Policy CP1).

- 5.9 A number of sources of provision will contribute to meeting the total housing requirement. Many of these are already identified through the strategic allocations, other existing allocations and planning permissions and the Strategic Housing Land Availability Assessment (SHLAA), which together already identify sites for about 9,800 of the 11,000 requirement. The Annual Monitoring Report will provide regular updates of housing land supply, enabling site information to be updated on an annual basis. The latest information will be used to inform future Development Plan Documents which will review settlement boundaries or allocate any smaller sites necessary to ensure that the housing requirement is met. In view of the length of the Plan period it is appropriate to make an allowance for the emergence of small/unidentified sites in the second half of the Plan period, based on previous and expected rates of development for this type of site.
- 5.10 The housing requirements of the South Hampshire Urban Areas will be met in full by the strategic allocations at West of Waterlooville and North Whiteley. The North Winchester strategic allocation will meet a large part of Winchester Town's needs. For the rest of the Winchester Town requirement, and in the Market Towns and Rural Area, a sequential approach will be adopted whereby sources of housing supply within existing settlement boundaries will be reassessed and updated before these boundaries are extended or sites outside of them allocated (in accordance with Policies WT1, MTRA2 and MTRA3). The exact scale of any releases which may be needed will be reviewed, and site-specific allocations made, in future Development Plan Documents or Neighbourhood Plans.

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

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

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

- 5.11 The strategic allocations, in particular, have a long lead-in time and it is not the intention to use phasing policies to artificially delay the permitting or implementation of these sites, provided they can ensure adequate and timely infrastructure provision. It is recognised that these sites need to be available for development at the earliest opportunity and will be developed over a long period, with flexibility to meet a range of housing needs and market situations.

## **Housing Priorities and Housing Mix**

- 5.12 It is the objective of Government and the City Council that everyone should have the opportunity to live in a high quality, well designed home, in sustainable, inclusive and mixed communities that they want to live in and which they can afford.
- 5.13 The Council has assessed the housing needs and demands of the District through, for instance, its Strategic Housing Market Assessment<sup>31</sup> and this, underpins its approach to housing provision. It is essential to plan to meet the needs of all parts of the community, including families and older persons, and to support the local economy. Particular priority will be given to the provision of affordable housing within the overall supply of new housing.
- 5.14 The Council's key housing priorities are:
- to maintain the supply of housing so that it meets a wide range of community needs;
  - to maintain a supply of housing to sustain the vibrancy of the local economy;
  - to maximise the provision of new affordable housing throughout the District, including rural areas;
  - to increase the supply of family housing;
  - to support the delivery of community aspirations for appropriate development.
- 5.15 The Council's aim is to create a flexible dwelling stock that helps to meet this wide range of needs, including homes most able to meet the requirements of a broad cross section of the population, most particularly 2 and 3 bedroom houses. It is estimated that overall around 65% of new demand will be for 2 and 3 bed homes, to cater for small families, newly forming households and people looking to downsize, while specifically in the affordable sector the levels are estimated to be between 60 and 80%.<sup>32</sup>
- 5.16 Adaptable accommodation such as Lifetime Homes, will help meet a range of needs, including those of an ageing population. There is also a need for specialist forms of accommodation such as extra care housing for older persons, homes for people with disabilities and, in Winchester Town area, student accommodation. The private rented sector also has an important role to play in the local housing market.
- 5.17 It is important that the market is able to react to changes in economic circumstances and patterns of demand. However it is also important to guard against any drift towards relative shortfalls or excesses of supply of particular dwelling sizes that reflect the short-term aspirations of developers rather than longer-term community interests

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<sup>31</sup> Winchester District Strategic Housing Market Assessment 2011

<sup>32</sup> Strategic Housing Market Assessment 2011

- 5.18 The need to provide additional affordable housing is one of the greatest challenges facing the District with an estimated need for 350 new affordable dwellings a year over the plan period. This Plan seeks to maximise affordable housing provision but it is unlikely to be possible to achieve the level of provision solely through quotas on market housing. Therefore, it is important that all reasonable steps are taken to improve supply by ensuring all new residential development contributes towards increasing affordable housing numbers and promoting other affordable housing to meet specific local community needs.
- 5.19 Of all the affordable housing needs the greatest is for rented homes, and meeting these needs will be the priority. In order to ensure a balanced supply while prioritising rented homes approximately 70% of all new affordable housing provided should be for rent. While Social Rented homes will remain the most affordable, the Council recognises the contribution that Affordable Rented Homes can make. The precise nature of provision will be determined having regard to local needs and affordability (with rent levels lying on the spectrum between Social Rent target rent levels and 80% of market rents) and development economics. Intermediate Affordable Housing, such as shared ownership and intermediate rent, also has a valuable role to play in meeting housing needs and will be encouraged.
- 5.20 It is important that affordable homes are provided that meet a wide range of community requirements and that a range of types and sizes are provided. However, the priority will be the provision of affordable family homes, most particularly 3 bedroom houses.
- 5.21 Affordable housing needs exist across the District, including the market towns and rural areas<sup>33</sup>, and within the National Park. New affordable housing will be actively encouraged in rural areas to meet local housing needs and help sustain rural communities and services. Community led initiatives will be supported where they are consistent with the policies contained in the Market Town and Rural Areas chapter of this Local Plan.

#### **Policy CP2 - Housing Provision and Mix**

**New residential development should meet a range of community housing needs and deliver a wide choice of homes, with priority being given to the provision of new affordable housing.**

**Development should provide a range of dwelling types, tenures and sizes and, as appropriate to the site size, location and characteristics, this should include a mix of market homes for sale, affordable homes and homes attractive to the private rented sector, particularly on larger sites. Specialist forms of accommodation such as extra care housing for older persons and homes for those with disabilities and support needs should be provided, where appropriate, taking into account local housing needs.**

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<sup>33</sup> Winchester Housing Rural Housing Development Action Plan 2008/9- 12/13

**A majority of homes should be in the form of 2 and 3 bed family houses, unless local circumstances indicate an alternative approach should be taken, including where there is an imbalance of housing types and sizes in particular parts of the District.**

### **Affordable Housing Provision**

- 5.22 It is a priority of this Plan that the provision of affordable housing is maximised. Consequently all new housing development should make a contribution towards provision, irrespective of its scale. The Council has carried out a Strategic Viability Study <sup>34</sup> that analyses the economic capacity of new development to provide affordable housing, taking into account market conditions and the requirements for other planning contributions, including S106 contributions, the Community Infrastructure Levy, and development economics. The Viability Study concludes that the 40% target percentage included in the policy should normally be achievable. On sites of 5 units or less the Study recommends the contribution should be by way of a financial contribution in lieu of on-site provision.
- 5.23 The Council is mindful that the characteristics of individual sites and local market conditions can impact on site viability. For instance, at low points in the market cycle the target may be challenging in parts of the District with lower property prices, such as smaller sites in the South Hampshire Urban Areas (outside of the strategic allocation sites), and on sites with particularly high existing use values. Such areas are not expected to contribute significant amounts of the housing needed in the District, but where specific viability challenges are identified, and evidenced by an applicant in relation to individual development proposals, this will be taken into account when considering that proposal and an open-book process should be adopted by applicants.
- 5.24 In order to ensure affordable homes are suitable and available for those in housing need, and are managed effectively, affordable housing should normally be designed to at least the Homes and Community Agency's minimum standards, be provided by a Registered Provider that has local management arrangements acceptable to the Council and that agrees to Council policies with respect to household eligibility, lettings and sales of the properties. <sup>35</sup>
- 5.25 Further guidance on implementation is provided in the Affordable Housing Supplementary Planning Document and market conditions will be monitored to in order to assess viability implications.

#### **Policy CP3 - Affordable Housing Provision on Market Led Housing Sites**

**In order to help meet affordable housing needs, all development which increases the supply of housing will be expected to provide 40% of the gross number of dwellings as affordable housing, unless this would render the proposal economically unviable. Normally, 70% of the affordable homes should be for rent (with rent levels being determined**

<sup>34</sup> Winchester Strategic Viability Study 2011 Adams Integra

<sup>35</sup> These will be set out in SPD and the Council's forthcoming Strategic Tenancy Policy

**having regard to local incomes), with the balance being Intermediate Affordable Housing.**

**Affordable housing should be provided on-site, indiscernible from and well integrated with market housing, unless off-site provision would better meet priority housing needs and support the creation of inclusive and mixed communities. On sites of less than 5 dwellings a financial contribution in lieu of on-site provision will be accepted.**

**Affordable housing should remain available for as long as a need exists. In considering housing proposals the aim will be to balance housing needs, the economics of provision and local circumstances.**

- 5.26 The process of consultation undertaken in order to develop this Plan revealed considerable support for the provision of affordable housing, specifically to meet local needs. However, as noted above, the net housing provision of about 11,000 homes will not allow all identified affordable housing needs to be met solely in conjunction with market housing development. In order to maximise affordable housing provision, the Council and the NPA will be prepared to permit further affordable housing development on land where planning permission would not normally be granted, on what will be referred to as 'exception sites'.<sup>36</sup>
- 5.27 It is expected that in most cases this will mean that sites are developed exclusively for affordable housing that meets priority needs, normally housing for rent. Where for the reasons set out in Policy CP4 the need to generate additional value through cross subsidy is accepted the Council may, exceptionally, be prepared to allow alternative forms of tenure.
- 5.28 However, the aim of this policy is to deliver affordable homes and it is only by achieving this policy objective that exceptions to normal policy can be justified. If the proportion of affordable housing falls below a certain point then the balance between the benefits of achieving affordable housing outweigh the detrimental impact on the countryside. Therefore, no less than 70% of the homes proposed should meet priority local affordable housing needs
- 5.29 Alternative forms of housing should still take the form of affordable housing that to meet local needs, albeit those of a lesser priority which could exceptionally include open market housing. Applicants should examine alternatives in a sequential way giving priority to providing affordable housing that meets the greatest local housing need. Where it is claimed there are financial reasons for requiring alternative forms of housing this will need to be assessed as part of an open-book process. The same approach will be taken to all sites brought forward under this policy, including windfall and allocated sites.
- 5.30 It is envisaged that most sites coming forward in the MTRA spatial area will relate to smaller settlements, where such development can not only meet specific housing needs, but can also help sustain rural communities and their services. However, the policy also allows appropriate development in relation to

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<sup>36</sup> Strategic Housing Market Assessment 2001 & Rural Housing Development Action Plan 2008/9 – 2012/13

larger settlements where the provision of affordable housing is the prime objective (although in such cases development should be small in scale).

- 5.31 It is important that the need for affordable housing in an existing settlement (or group of settlements) is well evidenced. This will normally be by reference to the Councils' Housing Register, in so far as it relates to the settlement or group of settlements, and local supply information. In some cases a local needs survey or data collection may be required. Land may be allocated by the local planning authority in order to meet the objectives of this policy or communities themselves may allocate suitable land through a Neighbourhood Planning process or as part of Community Right to Build proposals or similar community led initiatives.
- 5.32 In response to community representation and because of the exceptional nature of these sites, priority for the occupation of affordable homes provided under this policy will be given to local households. This means those households in housing need that have a local connection to the settlement or group of settlements to which the development relates.
- 5.33 In order to ensure affordable homes are suitable and available for those in housing need, and are managed effectively, affordable housing should normally be designed to at least Homes and Community Agency minimum standards, and be provided by a Registered Provider that has local management arrangements acceptable to the Council and that agrees to Council policies with respect to household eligibility, lettings and sales of the properties.<sup>37</sup>
- 5.34 Evidence of suitable community involvement, including Parish Council(s), and support for a scheme will be required if proposals are to be favourably considered. The Council is a partner in the Hampshire Alliance for Affordable Housing (HARAH) and is able to offer support in researching local housing needs, generating and assessing options, community involvement and scheme delivery.

#### **Policy CP4 - Affordable Housing on Exception Sites to Meet Local Needs**

**In order to maximise affordable housing provision to meet identified affordable housing needs the Local Planning Authority may exceptionally grant permission or allocate sites for the provision of affordable housing to meet local needs, on land where housing development would not normally be permitted, and in addition to general housing provision in Policy CP1. This will include meeting community aspirations identified through a Neighbourhood Plan to provide affordable housing where this is consistent with other policies in this Local Plan.**

**Development will only be permitted where:**

- the proposal is suitable in terms of its location, size and tenure to meet an identified local housing need that cannot be met within the policies applying to the settlement to which that need relates;**

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<sup>37</sup> These will be set out in SPD and the Council's forthcoming Strategic Tenancy Policy



- **the scheme is of a design and character appropriate to its location and should avoid harm to the character of the area or to other planning objectives, taking account of the policy objective to maximise affordable housing provision;**
- **the affordable housing is secured to meet long-term affordable housing needs, and will remain available in perpetuity (subject to any legislative requirements);**

**Subject to the needs of the local community the affordable homes should be for rent (with rent levels being determined by reference to local incomes). In exceptional circumstances a modest element of other tenures may be allowed to enable a development to proceed, providing no less than 70% of the homes proposed meet priority local affordable housing needs, and:**

- **it can be demonstrated and is accepted by the local planning authority that the most suitable identified site cannot be brought forward due to site specific development economics (for instance abnormal costs or high existing use value);**

**OR**

- **other tenures are needed in order to overcome a lack of public subsidy**

**OR**

- **other tenures are needed to meet local needs for mixed and inclusive communities.**

**In these circumstances the applicant should demonstrate satisfactorily through sequential and economic appraisal testing that alternative forms of housing are required and the quantity and type of that housing should be limited to that which allows the affordable housing development to proceed.**

## **Gypsies and Travellers**

- 5.35 The Council has a responsibility as the housing authority to assess and meet the needs of gypsies, travellers and travelling showpeople, as well as other housing needs. Winchester District has a resident community of Romany Gypsies, Irish Travellers, New Travellers and Travelling Showpeople and is also frequently used by more transient groups. Each group has different cultures and site needs and some do not easily share sites.
- 5.36 At 2011 the majority of gypsy and traveller sites and all travelling showpeople sites are on private land with either full or temporary planning permission, or are unauthorised. There is one local authority gypsy and traveller site within the District, at Tynefield (near Whiteley), and there are no transit sites.

- 5.37 Winchester City Council has undertaken work<sup>38</sup> to assess the needs of gypsies and travellers<sup>39</sup> and the concerns of the settled community. This has provided substantial information on the type of site needed by the different groups within the travelling community. Evidence from the gypsy, traveller and settled communities indicates preference for smaller sites, suited to family groups, dispersed around the District. This should avoid a disproportionate impact on existing settlements and help encourage integration with the settled community.
- 5.38 This work did not identify the number of pitches<sup>40</sup> or transit sites required to meet the needs of the local travelling community and previous work to establish pitch requirements is now out of date or incomplete. Therefore, the Council will work with other Hampshire authorities to identify accommodation needs and bring forward additional sites as necessary. Criteria are included in Policy CP5 which will be used to assess both the suitability of sites to be allocated or to determine planning applications. Accommodation needs will be quantified and sites allocated in a subsequent Development Plan Document.
- 5.39 To maintain a supply of land and associated accommodation, the City Council considers it important to ensure that, within the District, existing permanent authorised sites for gypsies and travellers are retained. Planning for additional authorised sites in the District will help meet legitimate needs; safeguard the amenities of the settled communities, ease potential conflicts between the travelling and settled communities and address the Council's statutory obligations to meet the accommodation needs of all communities.
- 5.40 The following policy supports applications for new gypsy, traveller and travelling showpeople sites where they meet all the policy criteria. Unauthorised encampments will also be judged against these criteria and where found not suitable, enforcement action will be taken. Improved provision in locations well related to existing settlements can benefit social inclusion, sustainable patterns of living and the delivery of relevant services, such as education and health care, to these minority groups.

<b>Policy CP5 - Sites for Gypsies, Travellers and Travelling Showpeople</b>
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**The Local Planning Authority will undertake needs assessments to quantify the accommodation requirements for gypsies, travellers and travelling showpeople within the District.**

**Sites will be allocated and planning permission will be granted for sites to meet the identified accommodation needs of gypsies, travellers and travelling showpeople, providing they meet all of the following criteria:-**

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<sup>38</sup> WCC Informal Scrutiny Group Final Report – Allocation of Gypsy and Traveller Sites –WCC 2011

<sup>39</sup> For simplicity, the term 'gypsies and travellers' is used in this policy to describe gypsies, travellers and travelling showpeople.

<sup>40</sup> In this context the term 'pitches' is used to describe pitches for gypsies and travellers as described in the glossary and plots, or yards for travelling showpeople.

**Sites should be well related to existing communities to encourage social inclusion and sustainable patterns of living, while being located so as to minimise tension with the settled community and:**

- **avoid sites being over-concentrated in any one location or disproportionate in size to nearby communities;**
- **be on previously developed land where possible;**
- **be accessible to local services such as schools, health and community services but avoid placing an unreasonable burden on local facilities and services;**
- **avoid harmful impacts on nearby residential properties by noise and light, vehicle movements and other activities.**

**Sites should be clearly defined by physical features, not unduly intrusive and should respond to designations, including the South Downs National Park. Additional landscaping may be necessary to maintain visual amenity and provide privacy for occupiers. This and any security measures should respect local landscape character;**

**Sites should be capable of accommodating the proposed uses to acceptable standards and provide facilities appropriate to the type and size of the site, including:**

- **water supply, foul water drainage and recycling/waste management;**
- **provision of play space for children;**
- **sites for travelling showpeople should include space for storing equipment;**
- **safe vehicular access from the public highway and adequate provision for parking, turning and safe manoeuvring of vehicles within the site (taking account of site size and impact);**
- **in rural locations, any permanent built structures should be restricted to essential facilities such as a small amenity block;**

**Proposals should be consistent with other policies such as on design, flood risk, contamination, protection of the natural and built environment or agricultural land quality and with the statutory purposes of the South Downs National Park.**

**Existing permanent authorised gypsy, traveller and travelling showpeople sites within the District which are needed to meet the identified needs of particular groups will be retained for the use of these groups unless it has been established that they are no longer required.**

## **Local Services and Facilities**

- 5.41 Given the dispersed nature of the District, the provision and retention of local services and facilities is important, especially those which provide opportunities

for communities to access them without having to travel excessive distances. Such local services and facilities fall into the following categories:-

- community centres and village halls;
- indoor sports and recreation facilities, including allotments;
- educational, health and care establishments (including nursing/care homes);
- premises for the emergency services, public utilities and infrastructure;
- local pubs and shops;
- libraries, cultural and arts facilities;
- churches, places of worship and cemeteries/burial grounds.

5.42 These can be critical in contributing to the overall sustainability of a neighbourhood, settlement, or wider rural area, by providing local facilities which help avoid unnecessary trips by car. Indeed, the settlement strategy for the Market Towns and Rural Area attaches great importance to the retention and improvement of facilities and services, especially in the larger villages which function as service centres for more remote communities.

5.43 Some of these facilities may be particularly critical in certain communities, such as the local school, shop or pub, particularly where there are no alternatives for some distance. Neighbourhood Plans and other community planning tools provide an ideal forum to explore the opportunities for local service provision, improvement and diversification, but this should be against a policy background which requires that facilities normally be retained.

5.44 It is therefore important to retain any existing provision at the same time as encouraging new facilities and services. The following policy will therefore control, through development, re-development or change of use, the loss of a local service or facility.

<b>Policy CP6 - Local Services and Facilities</b>
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**The Local Planning Authority will support proposals for the development of new, extended or improved facilities and services in accordance with the development strategies set out in Policies WT1, SH1 and MTRA1.**

**The Local Planning Authority wishes to retain and improve the facilities and services available across the District. Development proposals should not threaten or result in the loss of premises or sites used to provide services and facilities unless it can be demonstrated that:**

- **the site/premise is not required because the service or facility has been satisfactorily relocated or is no longer needed to serve the locality ; and**

- **the site or building has no reasonable prospect of being used for an alternative service or facility which would benefit the local community.**

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

- **whether the loss of the service or facility would cause harm for those living within the neighbourhood, settlement, or rural catchment with a reasonable need to access such facilities in the future; and**
- **whether the loss of the facility would have a detrimental impact upon the overall vitality and viability of the settlement.**

## **Open Space, Sport and Recreation**

- 5.45 Open space, sport and recreation play an important role in enabling local communities to live active and healthy lifestyles. The Community Strategy identifies the need to provide opportunities for everyone to become more active, to promote not only healthy lifestyles but also improve general well-being. Local communities place much emphasis on retaining existing open space and recreational provision and the need for adequate provision associated with new development.
- 5.46 The 'Open Space Standards' set out in this Plan include public landscaped areas, playing fields, parks and play areas, informal recreation sites, and allotments (see Table 1 below) and also built facilities (see Table 2 below). The Council has produced locally-derived standards<sup>41</sup> following extensive consultations, which are set out in the following Policy CP7. The policy seeks local improvements where deficiencies have been identified in particular types of facility, when measured against the new standards, with new facilities being provided to meet the needs of larger-scale development or the cumulative needs of smaller-scale development.
- 5.47 Given existing shortfalls in provision, and to achieve the required improvements, it is important that all existing facilities are retained. Therefore all current open space areas and built sports facilities will be protected against development for other uses, unless improvements can be achieved by relocating them.
- 5.48 Implementation of Policy CP7 will be through the Council's existing Open Space Strategy, unless superseded by the introduction of the Community Infrastructure Levy. The Open Space Strategy specifies the amount and type of facilities currently available, by Parish, together with an assessment of deficiency.

### **Policy CP7 - Open Space, Sport and Recreation**

**The Local Planning Authority will seek improvements in the open space network and in built recreation facilities within the District, to achieve the type of provision, space required and levels of accessibility set out in the**

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<sup>41</sup> Open Space, Sports and Recreation Study for Winchester City Council (2008)

**Council's most up to date open space and built facilities standards. This will be achieved by new and improved provision, or by improving public access for all to existing facilities and educational provision.**

**New housing development should make provision for public open space and built facilities in accordance with the most up to date standards (currently set out in Tables 1 and 2), preferably through on-site provision of new facilities where feasible or by financial contributions towards off-site improvements.**

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

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

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

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

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





## 6.0 PROSPEROUS ECONOMY

- 6.1 Creating the framework for encouraging economic prosperity and generating sustainable economic growth is one of the key challenges facing the District over the next 20 years, and is identified as a key priority for the District through the Community Strategy and its Economic Strategy. It is essential that the local economy remains competitive and provides employment opportunities across a wide range of skills and technologies. Coupled with this is the recognition that high levels of both in and out-commuting exist within the District and that options need to be available to enable residents to live and work locally.
- 6.2 The District now falls within two economic areas, the south of the District is within the Solent Local Economic Partnership (LEP) area, and rest of the District is included in the Enterprise M3 LEP. The Solent LEP largely covers the Partnership for Urban South Hampshire (PUSH) area with the addition of the Isle of Wight. PUSH will continue to provide strategic housing and spatial planning advice to the LEP, and will be responsible for the development and implementation of the sub-regional economic strategy.
- 6.3 A major priority for the Government is sustainable economic growth, and Government guidance places a great emphasis on planning for prosperity, by using the planning system to build a strong responsive and competitive economy and ensuring that sufficient land of the right type, and in the right places, is available to allow growth and innovation. The Council has developed an evidence base which looks at both the quantitative and qualitative requirements for all types of economic activity, over the plan period.
- 6.4 The Council has commissioned a number of economic studies to inform the preparation of the Local Plan. The Winchester District Economic and Employment Land Study<sup>42</sup> pulled together different strands of economic data and evidence available into a comprehensive evidence base and economic profile of the Winchester District. The Study also included a review of employment land. The final report published in 2007 was prepared when the full impact of the global recession had yet to be felt.
- 6.5 The Council adopted its Economic Strategy in 2010<sup>43</sup> and this picked up on a number of themes identified in the evidence studies, and identified a number of key issues for the District to address. These included measures to promote knowledge based and creative industries and addressing the significant levels of in and out-commuting.
- 6.6 The Council's Economic Strategy recognises that the District's economy is built on five key sectors :-
- Public administration and business services
  - Land based industries

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<sup>42</sup> The Winchester District Economic and Employment Land Study (SQW November 2007)

<sup>43</sup> The Winchester Economic Strategy 2010- 2020

- Tourism and recreation
- Knowledge and creative industries
- Retail

- 6.7 Many of these fall within traditional 'Business' use classes, which are covered by the evidence set out in the Economic Studies. Retailing is covered by the Councils' Retail and Town Centre Uses study 2007 (also updated in 2010<sup>44</sup>), which includes updated projections for the amount of additional retail floorspace required in the District up to 2026 (in the region of 36,500 sq m), with existing stock having a role to play in accommodating projected growth. This report also covers commercial leisure development and acknowledges that the existing provision of leisure, entertainment and cultural facilities reflects the size of the District and its catchment, with opportunities for accommodating additional small-scale commercial leisure within town centres if sites are available.
- 6.8 The rural economy is a key feature in the District, given its location, and there are further opportunities now that part of the District lies within the South Downs National Park. Many small rural projects have received support through 'LEADER' (Liaison Entre Actions de Developement de l'Economie Rurale - (integrated action for rural development) funding. This is run by the Fieldfare Local Action Group (LAG) which is a rural and farming network group. It is the only organisation that delivers LEADER grants in Winchester & East Hampshire, under DEFRA/EU Rural Development Programme for England. The grants can be used for rural projects to develop and diversify the local economy.
- 6.9 Tourism generates significant income for the District and supports a number of other economic sectors such as retail, transport and the creative industries.
- 6.10 Due to the uncertainties over the long term prospects for the local economy, particularly in the light of the Government's policy of rebalancing the economy away from the public to the private sector, an updated economic study was completed in 2011, drawing on previous studies and the Council's Economic Strategy. This provides a review of employment prospects, employment land and demographic projections<sup>45</sup>. This Study anticipates that employment in the District will grow by 9,270 jobs between 2009- 2031. This is less than the previously predicted (10,770 jobs up to 2026) and acknowledges that the composition of the workforce will change over that period, with fewer workers employed in agriculture, manufacturing, and public administration.
- 6.11 The biggest growth sector for the local economy is expected to be in 'business services', which is projected to provide around 39% of all new jobs created. This sector includes knowledge based and creative industries and the growth in these jobs is expected to be dispersed across the District.

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<sup>44</sup> Retail and Town Centre Uses Study update - NLP 2010

<sup>45</sup> Review of Employment Prospects, Employment Land and Demographic Projections; - DTZ August 2011.

- 6.12 Other sectors which should see growth include distribution and retail; hotels and catering; health; and other services, which includes arts, entertainment and recreation. During the same period employment in manufacturing and public administration is projected to decline, although the Study notes that manufacturing output has grown while at the same time employment in this sector has decreased.
- 6.13 The Study also highlights the importance of self employment, which currently stands at around 14% of all employment and is a sector which has increased over the past few years. This is above the Hampshire average of 9% self employed and suggests that the Winchester workforce is highly entrepreneurial. This sector needs to be encouraged and sustained.
- 6.14 Because of the reduced prospects for employment growth, and also due to the fact that modern business practices have increased worker floorspace densities, which means employment floorspace is now used more productively, there is a reduction in the amount of new employment floorspace likely to be required across the District throughout the Plan period. Across all employment Use Classes the prediction is that a further 15.7 hectares of land will need to be found, with the expectation that this will be spread around the three spatial areas.
- 6.15 It should be stressed that these predictions are trend based and there could be a strong qualitative argument for allocating more employment floorspace to ensure that the District is in a strong position to respond to emerging opportunities and to ensure that the risks identified in the study do not materialise. In addition, the Study looked at the 'indigenous' needs of the District for additional employment land. However, part of the District is also within the Partnership for Urban South Hampshire (PUSH), where the promotion of economic development and growth is a priority.
- 6.16 The South East Plan set employment floorspace targets for the PUSH area, sub-divided into the eastern and western parts (with Winchester falling within the eastern PUSH area). PUSH adopted a Policy Framework for Employment Floorspace in 2008, which apportions the required floorspace between the various local authorities. For Winchester, the floorspace requirements are substantial (totalling 199,500 sq m for all the 'business' use classes), but are based largely on existing commitments at Solent Business Park and Segensworth (Whiteley) and at West of Waterlooville. A small amount of additional warehousing and distribution land was needed and it was expected that this could be provided varying the allocations at West of Waterlooville or by reallocating industrial land.
- 6.17 PUSH has since updated its economic strategy but continues to give priority to enabling economic growth, including provision of adequate land. The PUSH spatial strategy is also being updated, but it is expected that the employment floorspace requirements for Winchester District will continue to be based on implementing land already allocated/committed for business development at Whiteley and West of Waterlooville. This Plan's spatial policies for the South Hampshire Urban Areas are consistent with this approach.

- 6.18 Therefore, although there is no need to allocate any further strategic employment sites in this Plan, the Council considers that it is important to retain existing employment sites and premises to ensure an adequate supply of all types of employment floorspace. While the Council would not wish to prevent employment land and floorspace which is clearly surplus to requirements being put to more sustainable uses, it does wish to maintain a range of employment opportunities to encourage growth across all economic sectors. In considering whether to retain employment floorspace the Council will determine the proposals against the criteria set out in policy CP9.
- 6.19 The following policies aim to provide a framework for the necessary expansion and diversification of the economy across the District, in accordance with the Economic Strategy adopted by the City Council, which is the means by which the economic vision and plans will be turned into practical outcomes for local people and businesses.

<b>Policy CP8 - Economic Growth and Diversification</b>
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**The Local Planning Authority will support economic development and diversification across Winchester District, in accordance with the spatial strategies for the District, through the retention, regeneration and intensification of previously developed land and by allocating land as necessary to support employment growth at sustainable locations,**

**The Local Planning Authority will support development within the District's five key economic sectors of public administration and business services, land based industries, tourism and recreation, knowledge and creative industries and retail. This will be achieved through the retention of appropriate premises and, where feasible and consistent with the spatial strategy, new development to ensure that there is an adequate supply of land and premises, suitable to maintain a diverse and successful local economy.**

**The Local Planning Authority will support measures to promote self employment and working from home, consistent with other policies of this Plan, including the development of live-work accommodation and ensuring good access to modern communications technology. Appropriate opportunities to expand the economic base and foster innovation of the District will also be encouraged, in particular the promotion a low carbon economy and the emerging 'green collar' industries.**

- 6.20 The Council will maintain an up to date employment land review, and reflect Government advice that this should be aligned with strategic housing land availability assessments and should include a reappraisal of the suitability of previously allocated land. Employment uses may be relocated if they can be re-provided in a location which is at least as suitable and accessible and if proposals for the re-use of vacated land and premises are also acceptable. The Council will also encourage proposals for comprehensive mixed use redevelopment of site to come forward. In determining whether a site in employment use should be retained the following policy will be applied.

<b>Policy CP9 - Retention of Employment Land and Premises</b>
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**In order to retain a mix of employment land and premises in the District, the Local Planning Authority will resist the loss of existing employment land and floorspace within Use Classes B1, B2 or B8. Losses will only be permitted where retaining a business use would not be reasonable having regard to the following:**

- **the redevelopment potential for other employment uses, including the scope for intensifying or providing an effective use of the site or building, and the potential to improve and extend the range of modern employment floorspace;**
- **whether the building or use meets or could meet a specific local requirement, such as providing low cost start up accommodation;**
- **the environmental impact of business use on neighbouring uses;**
- **the access arrangements for the site/buildings, by road and public transport;**
- **strength of local demand for the type of accommodation;**
- **the benefits of the proposed use compared to the benefits of retaining the existing use.**

## **Transport**

- 6.21 Transport provision varies considerably across the District, with relatively good accessibility in Winchester Town, ranging to very poor accessibility in some of the more remote rural areas. The main transport issues relate to road safety, accessibility, congestion and pollution. The biggest challenges in accommodating development will be in relation to ensuring the development generates as little new traffic movement as possible and providing the necessary infrastructure to accommodate traffic and ensure access to services.
- 6.22 The Hampshire Local Transport Plan 2011-2031 sets out a long-term vision for the transport requirements for Hampshire and specific areas, including the Winchester Town Access Plan, and provides the context for the Core Strategy.
- 6.23 The Local Transport Plan has 3 main priorities:
- to support economic growth by ensuring safety, soundness and efficiency of the transport network;
  - to provide a safe, well maintained and more resilient road network as the basic transport infrastructure of the County on which all forms of transport directly and indirectly depend and the key to continued casualty reduction;
  - to manage traffic to maximise efficiency of the existing network capacity, improving journey time reliability and reducing emissions thereby supporting the efficient and sustainable movement of people and goods.

and further policy objectives structured under 5 themes :-

- supporting the economy through resilient highways
- management of traffic
- the role of public transport
- quality of life and place
- transport and growth areas

- 6.24 This Plan promotes a development strategy which will accommodate much of the development required in the District through large-scale extensions to the existing urban areas of Winchester, Whiteley and Waterlooville. This will ensure that development is of a sufficient scale to incorporate all the necessary facilities within the site and through off-site improvements, and ensure that it is located in the most sustainable locations, helping to reduce the need to travel.

<b>Policy CP10 - Transport</b>
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**The Local Planning Authority will seek to reduce demands on the transport network, manage existing capacity efficiently and secure investment to make necessary improvements. Development should be located and designed to reduce the need to travel. The use of non-car modes particularly walking and cycling should be encouraged through travel plans, management and improvements to the existing network, and improvements to accommodate additional traffic should be undertaken (or funded) where necessary.**

## 7.0 HIGH QUALITY ENVIRONMENT

- 7.1 The Community Strategy recognises that the District has a wealth of resources that contribute to its distinctiveness and, under its High Quality Environment Group, there are specific fora such as the Climate Change Programme Board, Natural Environment Forum and the Transport Forum which are developing focused action plans. An identified project is to ensure that this Local Plan specifically includes policies to address climate change, which has been achieved through close joint working between officers and stakeholders, who have been involved in developing this Plan's policies and preparing a 'Sustainable Development Guidance Document for Planning'.<sup>46</sup>
- 7.2 The following section therefore includes policies on climate change, design and effective use of land, green infrastructure, biodiversity, flooding and the water environment, settlement gaps, heritage and landscape and the South Downs National Park.

### Meeting the Challenge of Climate Change

- 7.3 Mitigation of and adaptation to the future impacts of climate change are key drivers for change in the District. Winchester District has one of the highest per capita carbon footprints in the South East – 14.10 tonnes CO<sub>2</sub> per year compared to a South East average of 13.17 tonnes and the UK average of 12.10 tonnes (2006 Resources Energy Analysis Programme figures). Environment Agency assessments show the District to be in an area that is seriously water-stressed.
- 7.4 Significant CO<sub>2</sub> reductions are required to mitigate climate change and this Plan's policies should perform a key role in this mitigation. The high carbon footprint of the District and the severity of water stress in the area, require actions to address levels of CO<sub>2</sub> emissions and water use in advance of the national requirements for these issues. The Council's climate change target<sup>47</sup> aims for a 30% CO<sub>2</sub> emissions reduction (on 2004 levels) by 2015. Policy CP11 takes account of this and other evidence<sup>48</sup> to achieve energy and water efficiency levels in advance of national requirements.
- 7.5 In planning new developments, it is recognised that the ideal solution is likely to vary according to the type and scale of development and its location. There may be occasions where wider schemes will be more appropriate than on-site measures, particularly with larger developments, or where off-site provision/contributions are the only practical option.
- 7.6 The City Council also recognises that there may be particular circumstances of a development's location where it may not be practical or viable, or in the interests of conserving character in sensitive areas, to incorporate all the measures required by Policy CP11. The City Council will take account of all site-specific circumstances, including whether the site is located in sensitive

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<sup>46</sup> Sustainable Development Guidance Document for Planning – 2011 WCC

<sup>47</sup> Live for the Future: Tackling Climate Change – WCC 2008

<sup>48</sup> Low Carbon Planning Policy Viability Study Element Energy - February 2010,

areas such as conservation areas or affects the setting of historic buildings or sensitive landscapes or is within the South Downs National Park.

- 7.7 Proposals will be expected to provide evidence of the measures that are being taken to achieve carbon reduction to the expected standards. A Standard Assessment Procedure (SAP energy rating for dwellings) rating and water calculator reading, or a BREEAM certificate provided by an accredited assessor, should be provided as appropriate and would also assist in compliance with relevant Building Regulations requirements.
- 7.8 If proposals include measures that do not accord with the suggested energy hierarchy or a percentage of offsetting, they should justify their approach and outline appropriate compensatory measures. Examples of 'Allowable Solutions' are the provision of on or off-site low-carbon energy generation measures or a financial contribution to carbon reduction measures. These measures may include the development of district heating systems or retro-fitting of existing buildings, subject to any unacceptable adverse impacts on sensitive environments.

<b>Policy CP11 - Sustainable Low and Zero Carbon Built Development</b>
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**Developments should achieve the lowest level of carbon emissions and water consumption which is practical and viable. Specifically, the Local Planning Authority will require:**

- **new residential developments to achieve Level 5 for the Energy aspect of the Code for Sustainable Homes (CSH) and Level 4 for the water aspect of the CSH from adoption of this Plan. It will allow for up to 30% of regulated emissions<sup>49</sup> to be provided off-site or through a financial contribution;**
- **from 2016 onwards, all housing must meet the national standard for Zero Carbon Homes ; and**
- **non-residential development that requires an Energy Performance Certificate to meet 'BREEAM Excellent' standard from adoption of this Plan and 'BREEAM Outstanding' standards from 2016,**

**In meeting these requirements developments should follow the hierarchy below, except where it can be demonstrated that it would be more practical and achieve greater carbon reductions, to utilise measures further down the hierarchy:**

- **be designed to maximise energy efficiency and design out the need for energy use by means of the scheme layout and the orientation and**

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<sup>49</sup> Regulated emissions refer to those related to space heating, hot water provision, fixed lighting and ventilation. Unregulated emissions are those related to cooking and plug-in appliances. Unregulated emissions are not counted for the purposes of calculating carbon compliance.



**design of individual buildings, making full use of passive heating and cooling systems as far as is practical;**

- **connect to existing combined heat and power (CHP) and District Heating/Cooling networks, or contribute to their future development;**
- **use renewable energy technologies to produce required energy on-site;**
- **make use of Allowable Solutions to deal with any remaining CO2 emissions up to the relevant Code for Sustainable Homes/Zero Carbon Homes level.**

7.9 Generation of renewable and decentralised energy will help to contribute to national targets and the sub-regional objective for the PUSH area of the District to increase the percentage of renewable energy generation. Such measures will assist in moving towards a green economy and the Council's target for CO2 emissions reduction.

7.10 A Renewable Energy Study was undertaken for the Council<sup>50</sup> and forms part of the evidence base of the Local Plan. This Study calculated a target potential for renewables equating to 17% of current energy demand. A large proportion of this potential is from large-scale wind. However, it is recognised that there are landscape and other environmental constraints to large-scale wind developments. The Renewable Energy Study also identified that combined heat and power (CHP) and district heating/cooling networks are the most cost-effective way to meet the higher Code for Sustainable Homes levels. Biomass is potentially a major source of renewables in the District, accounting for 50% of the target potential.

#### **Policy CP12 - Renewable and Decentralised Energy**

**The Local Planning Authority is supportive of the generation of renewable and decentralised energy in the District. It will support the creation of CHP/district heating/cooling systems and the development of larger-scale renewable energy developments, especially where there is a strong degree of community benefit and/or community ownership. When assessing proposals for large-scale renewable energy and decentralised energy schemes, account will be taken of:**

- **impact on environmentally sensitive locations, including the South Downs National Park, conservation areas and heritage assets, including their setting;**
- **contribution to national, regional & sub-regional renewable energy targets and CO2 savings;**
- **potential to integrate with new or existing development, whilst avoiding harm to existing development and communities;**

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<sup>50</sup> Renewable Energy Study for Winchester District ESD December 2008

- **benefits to host communities and opportunities for environmental enhancement;**
- **proximity to biomass plants, fuel sources and transport links;**
- **connection to the electricity network;**
- **effect on the landscape and surrounding location.**

## **Securing High Standards of Design**

- 7.11 The draft NPPF<sup>51</sup> places great importance on securing high standards of design in the built environment. It states that good design is inseparable from good planning. One of the government's prime objectives for the planning system is to promote good design that ensures attractive, usable, and durable places. This is seen as a key element in securing sustainable development.
- 7.12 The built environment within the District is diverse and of a generally high quality. It includes the historic town of Winchester, the historic market towns and villages, newer settlements within the District, and other development within the countryside. The fundamental objective is therefore to ensure that new development, wherever it is located within the District, should be of the highest quality, which respects its context and enhances local character.
- 7.13 Good design is an inseparable aspect of creating sustainable communities, and is an important part of ensuring that the District makes the most effective and efficient use of developable land. It is a key indicator in assessing a community's quality of life.
- 7.14 The District is facing significant growth over the next 20 years, and a number of major developments are planned, especially around Winchester town and in the south of the District. These offer the opportunity to ensure that the highest standards of sustainable design are achieved, and that quality places are created.
- 7.15 While an individual design response will be determined by the local context, it is essential that all new development should aspire to meet the highest standards of sustainable design. In order to achieve this a coherent and coordinated approach is required to ensure that the following objectives are achieved:
- new development should create a sense of place with a distinctive character, which clearly demonstrates how it has responded to its local context. Many communities have produced Village or Neighbourhood Design Statements which help to define the character of the locality and identify important local features. Establishing local design standards could form an integral part of future Neighbourhood planning;
  - new development (which includes hard and soft landscaping) should connect seamlessly to surrounding development in terms of layout, scale, form, enclosure, space and materials and, where appropriate, take the opportunity to enhance the public realm;

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<sup>51</sup> Draft National Planning Policy Framework - DCLG, July 2011.

- the public realm should be designed to ensure that well connected, safe and attractive environments are created for the community, giving priority to pedestrians and cyclists and not motor vehicles;
- the built and natural environment should be properly integrated. The design process should therefore be holistic to ensure a well-defined transition from built-up to natural areas, particularly on the edges of settlements;
- new development should not seek to mimic existing development but should be of its time. The Council will encourage a contemporary approach to new designs which respect and respond positively to the context, local distinctiveness and sense of place in terms of layout, scale, form, space and materials;
- measures to minimise carbon emissions, promote renewable energy and manage water effectively should be an integral part of the design solutions;

- 7.16 Developers and their agents should carry out contextual surveys and analyse their findings in accordance with the urban design principles set out in the 'By Design' documents<sup>52</sup> and other relevant guidance. The analysis should inform the design concept and applicants should be able to demonstrate how the urban design principles above have informed the detailed design in terms of its character, continuity and enclosure, quality of the public realm, ease of movement, adaptability and diversity.

#### **Policy CP13 - High Quality Design**

**New development will be expected to meet the highest standards of design<sup>53</sup>. In order to achieve this all proposals for new development (excluding small domestic applications and changes of use) should be accompanied by a design and access statement which clearly sets out:**

- **how an analysis of the constraints and opportunities of the site and its surroundings have informed the principles of design and how the detailed design responds positively to its neighbours and the local context;**
- **how the proposal makes a positive contribution to the local environment and creates an individual place with a distinctive character;**
- **how the public realm has been designed to ensure that it is attractive, safe, accessible and well connected to its surroundings, including**

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<sup>52</sup> By Design : DETR (CABE) 2000

<sup>53</sup> This policy sets out the high level design principles that all new built development will be expected to comply with. More detailed design standards and guidance will be developed through the Development Management DPD, which may include the potential for producing locally derived internal space standards.

**walking and cycling routes to and within the development, to encourage their use**

- **how the accompanying landscape framework has been developed to enhance both the natural and built environment and maximise the potential to improve local biodiversity;**
- **how measures to minimise carbon emissions and promote renewable energy and reduce impact on climate change form an integral part of the design solutions.**

- 7.17 The Local Planning Authority will ensure that a site's development potential is maximised, and higher densities will be encouraged on sites which have good access to facilities, services and public transport. High density development can also assist in reducing energy usage and promoting centralised sources of renewable energy. However, density is only one factor to be taken into account and in maximising a site's potential the density will need to be balanced against the quality of the design and how well it responds to the existing character of the site and wider contextual setting will be a very important consideration.

#### **Policy CP14 – The Effective Use of Land**

**In order to ensure that scarce development land is used effectively, the Local Planning Authority will support higher densities within the urban areas, particularly on sites which have good access to facilities and public transport. The development potential of sites is maximised, and will be balanced against the need to promote high quality design. How well the design responds to the general character of the area will be the final determinant of the acceptability of the scheme.**

#### **Green Infrastructure**

- 7.18 Green Infrastructure (GI) describes all of the natural and managed green spaces, features and water bodies that together make up a multifunctional network across rural and urban areas. The network includes green spaces such as parks and gardens on private or public land, and green links between spaces such as hedgerows and rights of way, as well as features such as blue corridors, green roofs/walls and ponds.
- 7.19 Together these all provide environmental, economic and quality of life benefits which underpin the principles of sustainability. GI has many benefits, from encouraging people to walk or cycle along routes of local significance bringing local communities together, to increasing health and well being, enhancing landscapes and protecting cultural heritage, providing ecosystem services and linking spaces for biodiversity, managing natural resources sustainably and facilitating adaptation to climate change.
- 7.20 Well designed GI can also add value to properties and attract investment in an area by enhancing its character and local distinctiveness.
- 7.21 Key green infrastructure assets and opportunities within the District include:-

- river corridors, tributaries and valleys of the Itchen, Meon, Hamble, Wallington and Dever which are of considerable biodiversity, landscape and recreation value;
- disused railway corridors (e.g. at Bishops Waltham, Meon Valley, Winchester);
- important public rights of way such as the South Downs Way, Itchen Navigation Heritage Project, and Keats Walk, Winchester;
- The South Downs National Park which covers a large part of the eastern section of the District;
- natural and semi-natural urban greenspaces such as chalk downlands e.g. at St Catherine's Hill and Old Winchester Hill National Nature Reserve;
- areas of accessible and/or ancient woodland, including the those of the Forest of Bere (e.g. West Walk, Creech Woods, Whiteley Pastures);
- farmland which makes up around 73% of the District, which is predominantly arable land in the north and downlands and pasture in the south and along the river valleys;
- historic parks and landscape features such as park pales, veteran trees, and sunken lanes;
- formal and informal recreation areas such as Farley Mount.

7.22 Some communities within the District currently do not have access to enough quality natural green spaces<sup>54</sup> across the District, particularly close to settlements for casual walking and dog exercise. This is also hindered by gaps in the Rights of Way network, for example to the west and north of Winchester, which prevent easy access to many areas. There is also a deficit in informal greenspaces within the District such as Local Nature Reserves, and there is some deficit in formal greenspace provision, for example in the Kings Worthy, Shedfield, Wickham and Denmead areas. The cumulative effect of development could also result in an additional requirement for new open space and recreation areas.

7.23 Well-planned green infrastructure should be incorporated into development proposals integrating and building upon the existing green network. It should contribute to high quality development and economic prosperity by making places attractive to residents and businesses and improving the health and well-being of the local and wider community. It should respect and respond to local landscape character and integrate with sustainable transport and green tourism initiatives expanding upon existing provision.

7.24 The City Council has produced a Green Infrastructure Study and PUSH has a Green Infrastructure Implementation Strategy, which identify various proposals to improve GI across the District and are supported by the following policy.

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<sup>54</sup> Green Infrastructure Study WCC 2010

- 7.25 Policy CP15 supports provision of suitable and sufficient green infrastructure incorporating green spaces and features for recreation, amenity and biodiversity and provision of routes and pathways to link with the existing network, thereby contributing to sustainable transport provision. The aim is to deliver both sufficient quality and quantity of green infrastructure in association with proposed development.

<b>Policy CP15 - Green Infrastructure</b>
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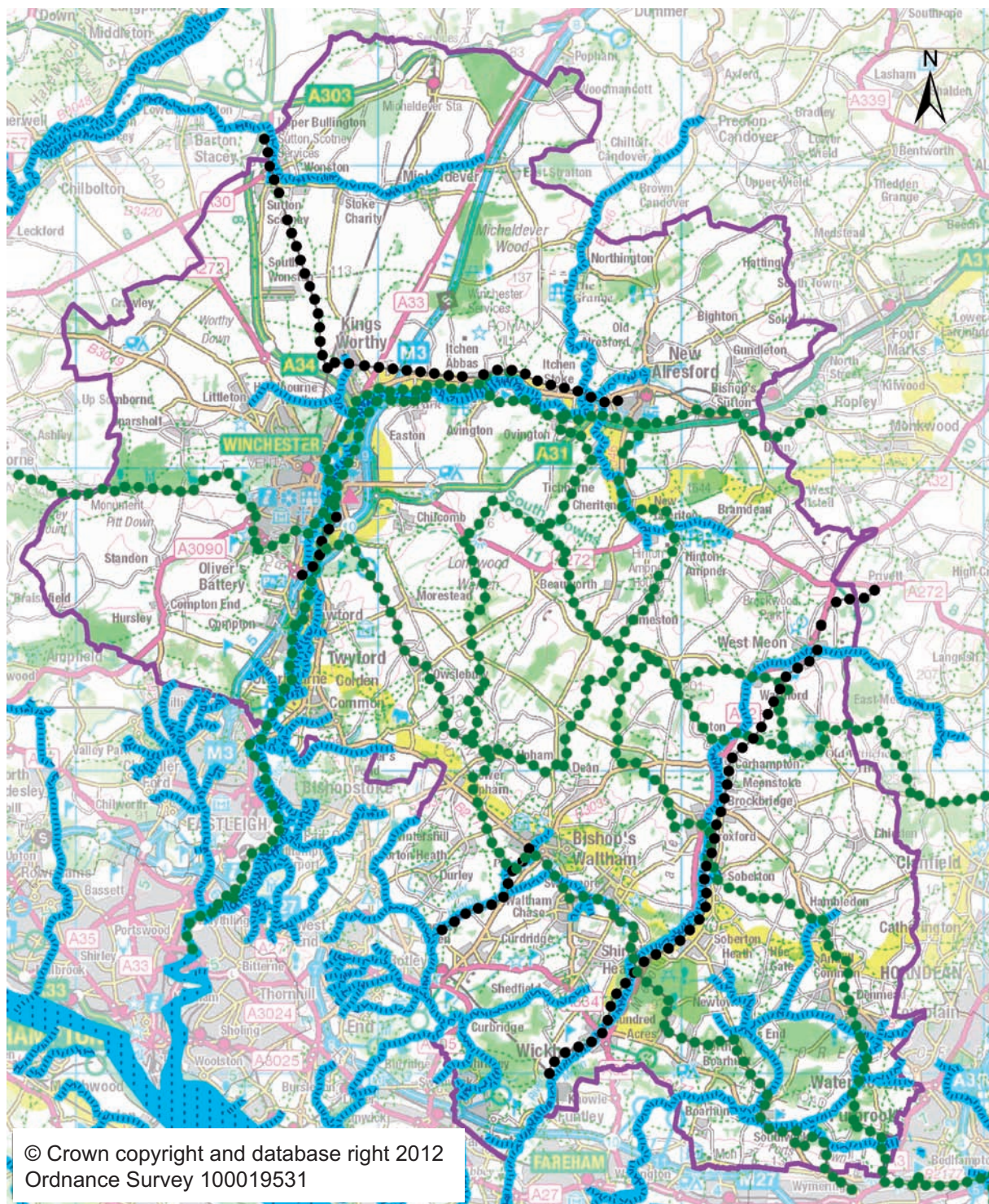
**The Local Planning Authority will support development proposals which:-**

- **maintain, protect and enhance the function or the integrity of the existing green infrastructure network identified at a District and sub regional level, including strategic blue and green corridors and spaces, particularly where the proposal allows for the enhancement of GI both on-site and in the immediate area.**
- **contribute towards well managed, multifunctional green infrastructure, appropriate for the scale of development, through on-site provision which :-**
  - **addresses deficits in local green infrastructure provision where appropriate;**
  - **integrates with the green network/grid identified at the District and sub-regional level (as illustrated on the Green Links and Blue Corridors plan);**
  - **provides a high quality public realm for the local community;**
  - **encourages public access to and within the natural environment where appropriate;**
  - **allows for adaptation to climate change;**
  - **is well planned to allow cost effective ongoing management of the GI.**
  - **links areas of biodiversity**
  - **is provided at the earliest feasible stage.**

**Where on-site provision is not possible financial contributions will be required for the provision and management of GI sites and will be negotiated on a site by site basis.**



## Map 9. Illustrative Green Links and Blue Corridors



### Key:

- Disused Railway
- Long Distance Paths
- Blue Corridors
- Winchester District
- Rights of Way

NOT TO SCALE

0 5,000 10,000  
Meters

## Biodiversity

- 7.26 Winchester District has many areas which are noted for their natural beauty and biodiversity value. These areas also support a wide variety of species and habitats, and form an important part of the network of biodiversity sites within the wider environment. They include the Itchen chalk river, the Upper Hamble Estuary and Woods and coastal habitats of the Solent and Southampton Water. The importance of these areas is recognised by statutory protection afforded through European Directives (Special Areas of Conservation (SAC), Special Protection Areas (SPA), and Ramsar wetland sites) and National legislation (Sites of Special Scientific Interest (SSSI)). Plans or projects proposing development that is not directly connected with the management of European sites, but that is likely to have a significant effect on them, will require Habitats Regulations Assessment (HRA) to ensure that effects are avoided or adequately mitigated. If adverse effects on site integrity cannot be avoided or mitigated then reasons of overriding public interest must be demonstrated and compensation measures provided.
- 7.27 Winchester is a predominantly rural district with around 40% of the area now forming part of the South Downs National Park (SDNP). Wildlife sites and habitats within this area and across the District that are of regional and local importance include 17 SSSIs, almost 600 Sites of Nature Conservation (SINCs) and 9 Local Nature Reserves (LNRs). These sites support important natural assets, such as ancient woodlands, grasslands and chalk rivers. These sites will be protected, with opportunities for enhancement encouraged.
- 7.28 Sites that lie outside designated areas provide valuable corridors and networks for habitats and species and they are key to the overall integrity of the District's biodiversity interest. Maintaining and enhancing the network of natural sites, and the linkages between them, is integral to supporting the aims of the District's Biodiversity Action Plan (BAP). The Winchester BAP identifies that 14% of the area covered by the plan supports BAP priority habitats that include broadleaved woodland, pasture woodland, wetlands and unimproved calcareous neutral grassland. The Biodiversity Opportunity Areas identify the areas with the greatest potential for enhancing biodiversity within Hampshire.
- 7.29 The Community Strategy identifies the protection and enhancement of the District's rich biodiversity and habitats as a strategic outcome for Winchester. The strategy aims to maintain, protect and enhance the biodiversity within the District, working in partnership with neighbouring authorities and other relevant bodies. A specific study<sup>55</sup> is in progress to identify the recreational impacts of development on designated European sites around the Solent, which includes land in the south of the District. The Council will seek to implement the findings of this study where relevant to Winchester District, to ensure that any appropriate strategic avoidance and/or mitigation measures proposed are considered in the planning process.

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<sup>55</sup> Solent Disturbance and Mitigation Project – Solent Forum 2011 (in progress)



<b>Policy CP16 - Biodiversity</b>
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**The Local Planning Authority will support development which maintains, protects and enhances biodiversity across the District, delivering a net gain in biodiversity, and has regard to the following:**

- **protecting sites of international, European, and national importance, and local nature conservation sites, from inappropriate development.**
- **supporting habitats that are important to maintain the integrity of European sites.**
- **new development will be required to show how biodiversity can be retained, protected and enhanced through its design and implementation, for example by designing for wildlife, delivering BAP targets and enhancing Biodiversity Opportunity Areas.**
- **new development will be required to avoid adverse impacts, or if unavoidable ensure that impacts are appropriately mitigated, with compensation measures used only as a last resort. Development proposals will only be supported if the benefits of the development clearly outweigh the harm to the habitat and/or species.**
- **maintaining a District wide network of local wildlife sites and corridors to support the integrity of the biodiversity network, prevent fragmentation, and enable biodiversity to respond and adapt to the impacts of climate change.**
- **supporting and contributing to the targets set out in the District's Biodiversity Action Plan (BAP) for priority habitats and species.**

**Planning proposals that have the potential to affect priority habitats and/or species or sites of geological importance will be required to undertake the relevant assessments or surveys.**

## **Flooding and the Water Environment**

- 7.30 The water environment within Winchester District is hugely important as a natural resource and recreational facility, and plays a key part in shaping the District's historic and natural landscape. The geology of the District means that the area plays an essential role in supplying water for the District and neighbouring areas, not only for public use but also for many local economic sectors which rely heavily on the water environment. These include farming, watercress production, fisheries, tourism and water based recreation activities. The water environment is not only a key element of the wider eco-system of the District, it is also a key part of the green infrastructure network providing links and space for recreation and leisure (as well as other functions, as set out in policy CP15).
- 7.31 Water for commercial uses and to supply domestic properties comes mainly from the District's underground aquifers, but also from surface waters such as

the Rivers Itchen and Test. These rivers and the Meon, which originate from the chalk ridges, are of high ecological importance, as are the upper reaches of the Hamble Estuary which flows through the District (as set out in policy CP16 biodiversity). The River Itchen and the Upper Hamble form part of the Natura 2000 network of sites designated under the Birds and Habitats Directives which are also covered by the Water Framework Directive (WFD), with the main objective of bringing all water bodies up to 'good ecological (surface waters), quantitative (groundwater) and chemical (all) status' through the sustainable use of water as a natural resource.

7.32 The most important groundwater resources in the District are currently at 'poor' status under the WFD. Ground water resources in the District are amongst the most sensitive in the region and are highly vulnerable to pollution. 80% of the District is underlain by principal aquifer and 46% of the District is within Source Protection Zones (covering the abstraction points). These zones exist to protect public drinking water supplies and suitable pollution prevention measures are focused in these areas.

7.33 Policy CP17 seeks to ensure that development and changes in land use within the District will:-

- protect and use opportunities to enhance the water environment;
- protect the quality and quantity of drinking water;
- ensure that development is permitted only where there is adequate infrastructure to provide and treat water; and
- protect people and properties from flood risk,

recognising that development may also have an impact on the water environment which reaches beyond district boundaries.

7.34 Like much of South East and East of England, both Portsmouth Water and Southern Water abstraction areas which cover Winchester District are "seriously water-stressed"<sup>56</sup>. This Local Plan therefore seeks to ensure that there is adequate water supply, surface water, foul drainage and sewerage treatment capacity to serve all new developments and encourages high standards of water efficiency, to reduce water use (policy CP11 Sustainable Development<sup>57</sup>) to protect the District's role in supplying water within and to neighbouring Districts.

7.35 It is important that there is adequate capacity both on and off the site to serve a development and that it would not lead to problems for existing users<sup>58</sup>. Where there is a capacity problem and no improvements are programmed by the

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<sup>56</sup> This means that the amount of water available per person is low and the water demand per person is a high proportion of effective rainfall Areas of water stress: final classification. Environment Agency 2007

<sup>57</sup> Currently this requires Code for Sustainable Homes Level 4 for water

<sup>58</sup> In some circumstances this may make it necessary for developers to carry out appropriate studies to ascertain whether the proposed development will lead to overloading of existing infrastructure.

water company, the Council will require the developer to fund appropriate improvements which must be completed prior to occupation of the development.

- 7.36 The District is affected by fluvial flooding from the many rivers and tributaries flowing through the District, groundwater flooding from natural springs and winterbournes fed by the underground aquifers, and surface water flooding where water can not drain away quickly enough. The relevant Strategic Flood Risk Assessments (SFRA) and the updated fluvial and coastal flood risk maps from the Environment Agency show the flood risk across the District from these sources. Hampshire County Council is the designated Lead Local Flood Authority for Hampshire under the Flood and Water Management Act and, along with District Councils, must contribute to the achievement of sustainable development when carrying out flood risk management functions.
- 7.37 Policy CP17 therefore seeks to avoid flood risk to people and property where possible, and manage any residual risk through location, layout and design, taking account of the impacts of climate change on changing flood risk as identified in the SFRA. This includes making space for water by directing development to areas at lowest flood risk first, protecting sites required for flood risk management and the use of sustainable drainage systems (SuDS) where appropriate.
- 7.38 All planning applications, except those within Zone 1, which are below 1 hectare in size and not in a critical drainage area<sup>59</sup> will require a flood risk assessment. Applications will be assessed using the sequential test in national policy which requires new development to be located in zones of the lowest probability of flooding first (Zone 1)<sup>60</sup>. Alternative sites with higher probability of flooding (Zone 2 and then Zone 3) will only be considered where there are no reasonably available alternative sites. The vulnerability of the proposed land use to the flood risk will then also be taken into consideration by applying the 'Exceptions Test' if required. This will consider proposals for vulnerable development inappropriate to the flood zone. These proposals will need to demonstrate: that there are no suitable alternative sites; that the development provides wider sustainability benefits to the community that outweigh flood risk; and that the development will be safe, without increasing flood risk elsewhere, where possible reducing flood risk overall.
- 7.39 Within each Flood Zone, new development should be directed to areas of lowest probability of flooding first and then to areas suited to the vulnerability of the proposed use. Development within the functional floodplain<sup>61</sup> must be avoided to retain access for maintenance and a suitable buffer to watercourses and flood defence structures, as well as for transferring and storing flood water. The SFRA considers the impact of climate change on flooding events and sets the criteria to be used to identify areas where flood risk may increase. Within these areas, the future vulnerability of the proposed use should be considered.

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<sup>59</sup> which has been notified to the Local Planning Authority by the Environment Agency

<sup>60</sup> As defined by the Environment Agency

<sup>61</sup> land with an annual probability of flooding of 0.5% (or 1 in 20) in any one year

<b>Policy CP17 - Flooding, Flood Risk and the Water Environment</b>
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**The Local Planning Authority will support development which meets all the following criteria:-**

- **avoids flood risk to people and property by:-**
  - **applying a sequential approach to the location and applying the Exception Test if required;**
  - **managing flood risk from new development to ensure risk is not increased elsewhere and that opportunities to reduce the causes and impacts of flooding within the District through development are taken;**
  - **safeguarding land and designated structures and features from development that is required for current and future flood management;**
  - **including sustainable water management systems such as Sustainable Drainage Systems (SuDS) which should be designed to meet the relevant standards so as to gain approval by the SuDS Approval Body;**
- **does not cause unacceptable deterioration to water quality or have an unacceptable impact on water quantity (including drinking water supplies ) by:-**
  - **protecting surface water and groundwater through suitable pollution prevention measures;**
  - **using opportunities to improve water quality where possible;**
  - **optimising water efficiency;**
- **is located at a sufficient distance from existing wastewater treatment works to allow adequate odour dispersion, or takes appropriate odour control measures.**
- **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.**

**The Local Planning Authority will support the development or expansion of water supply, surface water drainage and wastewater treatment facilities where they are needed to serve existing or new development or in the interests of securing long term supply, provided that the need for such facilities is consistent with other policies such as the development strategy, flood risk, contamination and protection of the natural and built environment.**

## Settlement Gaps

- 7.40 Across the District there are a number of areas of undeveloped land which help to define and retain the separate identity of settlements, an aspect highly valued by many communities, and the concept of gaps is an established spatial planning tool locally. It is also an important element sub-regionally and the Partnership for Urban South Hampshire (PUSH) has specifically produced guidance to ensure a consistent approach is taken across the sub-region in terms of criteria for designation - 'Policy Framework for Gaps' PUSH, December 2008 ([www.push.gov.uk](http://www.push.gov.uk)).
- 7.41 In summary, the PUSH Framework advocates the following criteria for use by local planning authorities to select locations for the designation of gaps:-
- the open nature/sense of separation between settlements cannot be retained by other policy designations;
  - the land to be included within the gap performs an important role in defining the settlement character of the area and separating settlements at risk of coalescence;
  - in defining the extent of a gap, no more land than is necessary to prevent the coalescence of settlements should be included having regard to maintaining their physical and visual separation.
- 7.42 The Framework states that it will be individual LDFs that will identify the location of gaps and include policies to set out the types of development which will be permitted, based on the following principles :-
- it would not diminish the physical and/or visual separation of settlements; and
  - it would not individually or cumulatively with other existing or proposed development compromise the integrity of the gap.
- 7.43 In addition to this specific guidance for the sub-region, there is recognition that the scale of development proposed at the Strategic Development Area at North Fareham requires the inclusion of a gap to prevent coalescence of the SDA with neighbouring settlements of Wickham, Funtley and Knowle. In order to protect the separate identity of these individual settlements, the South East Plan requires areas of open land to be identified and maintained between the SDA and adjoining settlements.
- 7.44 The precise extent of this gap will be determined as part of the preparation of Area Action Plan and policy SH4 of this Plan establishes the extent of the open land to be retained to the north of the Fareham SDA.

- 7.45 Within the District, there are a number of Local Gaps already defined by the adopted Local Plan Review, in accordance with criteria similar to those above:-
- Bishop's Waltham – Swanmore – Waltham Chase – Shedfield – Shirrell Heath
  - Denmead – Waterloooville
  - Kings Worthy - Abbots Worthy
  - Otterbourne – Southdown
  - Winchester – Compton Street
  - Winchester – Kings Worthy/Headbourne Worthy
  - Winchester – Littleton
- 7.46 The Local Plan Review 2006 also defines the 'Meon Strategic Gap' between Whiteley and Fareham.
- 7.47 Gaps provide a key opportunity to provide green infrastructure around the District, in addition to shaping and maintaining the settlement pattern. They are a valuable tool and the principle of maintaining gaps in these locations is retained. Any detailed review of the boundaries of these gaps will be undertaken in future DPDs or Neighbourhood Plans, in accordance with the principles contained in the PUSH Policy Framework for Gaps.

<b>Policy CP18 - Settlement Gaps</b>
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**The Local Planning Authority will retain the generally open and undeveloped nature of the following defined settlement gaps:**

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

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

**To protect the individual character and identity of those settlements adjoining the proposed SDA at North Fareham, an area of open land is identified as a Gap to be maintained between the SDA and Knowle and Wickham (see Policy SH4). Development which would threaten the open and undeveloped character of this area will be resisted and the land should be managed to secure the long-term retention of its rural character.**

### **The South Downs National Park**

- 7.48 40.4% of the area of Winchester District now falls within the South Downs National Park. Within this area the landscape is characterised by rolling downland, notably large grass and arable fields, and small pockets of woodland. The chalk Rivers Itchen and Meon flow through the area adding to the variety and form of the landscape.
- 7.49 The settlements within the area have developed in a way which follows the natural forms of the landscape. The traditional vernacular buildings reflect local building styles and materials of the area. The National Park's boundary is adjacent to a number of urban areas, most notably Winchester itself and the larger settlements of New Alresford and Bishops Waltham. Development in these areas has the potential to impact on the landscape and amenity of the National Park and must be carefully managed and mitigated.
- 7.50 The two statutory purposes of the South Downs National Park are:
- to conserve and enhance the natural beauty, wildlife and cultural heritage of the area.
  - to promote opportunities for the understanding and enjoyment of the special qualities of the National Park by the public.
- 7.51 In delivering the National Park's purposes the National Park Authority has a duty to seek to foster the economic and social well-being of the local communities within the National Park.

<b>Policy CP19 - South Downs National Park.</b>
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**New development should be in keeping with the context and the setting of the landscape and settlements of the South Downs National Park. The emphasis should be on small-scale proposals that are in a sustainable location and well designed. Proposals which support the economic and social well being of the National Park and its communities will be encouraged, provided that they do not conflict with the National Park's purposes.**

**Development within and adjoining the South Downs National Park which would have a significant detrimental impact to the rural character and setting of settlements and the landscape should not be permitted unless it can be demonstrated that the proposal is of over-riding national importance, or its impact can be mitigated.**

## **Heritage and Landscape Character**

- 7.52 The District has a diverse heritage which underpins its special character, including over 100 ancient monuments, 2000 listed buildings, 10 historic parks and gardens, more than 30 conservation areas and a historic battlefield which now lies within the South Downs National Park. Their retention and enhancement is essential for the conservation of the District's unique sense of place and can bring wider social, cultural, economic and environmental benefits.
- 7.53 In addition, the District's distinctive landscape character, which derives from a combination of natural and man-made assets, contributes to its special qualities. The importance of the landscape, both as a whole and locally-important features as identified in the Winchester District Landscape Character Assessment and the Winchester City and its Setting study, highlight the necessity for these special qualities to be retained and respected in planning for growth and change.
- 7.54 Designated and protected features should not be seen as a constraint to change, but as a catalyst for regeneration and diversification, bringing economic, cultural and educational benefits. In addition to the many formally designated sites and buildings within the District, it is often the additional numerous undesignated heritage assets and the setting of such areas that makes them special and even small changes can have an adverse impact. It is critical that, when development proposals are considered, these assets are given due consideration at the design stage to ensure that any adverse impacts are either avoided or can be fully mitigated.

<b>Policy CP20 - Heritage and Landscape Character</b>
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**The Local Planning Authority will support new development which recognises, protects and enhances the District's distinctive landscape and heritage assets. These may be designated or undesignated and include natural and man made assets associated with existing landscape and townscape character, conservation areas, scheduled ancient monuments, historic parks and gardens, listed buildings, historic battlefields and archaeology.**

**Particular emphasis should be given to conserving:**

- **recognised built form and designed or natural landscapes that include features and elements of natural beauty, cultural or historic importance;**
- **local distinctiveness, especially in terms of characteristic materials, trees, built form and layout, tranquillity, sense of place and setting.**

## **Infrastructure and Developers' Contributions**

- 7.55 As the District changes to accommodate additional development, new or improved infrastructure will be needed to ensure that the communities within it



can function effectively. The Community Strategy recognises that sustainable communities can only be achieved with the timely provision of the full range of infrastructure required.

- 7.56 The types of infrastructure needed will cover a wide range of local facilities and services, including 'soft' infrastructure such as setting up facilities, including:
- Transport, including public and community transport
  - Affordable and specialist housing, including gypsy and traveller sites
  - Education provision
  - Health facilities and social services
  - Green infrastructure, including recreation provision
  - Public and utility services, including water supply, waste management and energy provision (including renewables)
  - Social Infrastructure, including community facilities, creative industries, arts and culture.
  - Emergency Services
  - Flood defences
  - Communications infrastructure, including high speed internet connections
- 7.57 This Local Plan requires the delivery of three key strategic sites to deliver the bulk of the District's housing requirement up to 2031. Large developments such as these sites require a significant amount of early planning and preparation through community consultation and technical studies to assess impact and prepare mitigation measures. The City Council and its partners, where relevant, will work with the developers to ensure that the best outcomes for the District and local communities are achieved. The strategic sites, in particular, will necessitate the delivery of specific items of infrastructure as set out in Policies WT2, SH2 and SH3.
- 7.58 National policy places significant emphasis on the need for local plans to ensure that the necessary social, physical and green infrastructure is provided to deliver sustainable communities and support economic growth and regeneration. This Local Plan also needs to support the provision of infrastructure and natural resources for economic development based on a robust assessment of need. A separate Infrastructure Delivery Plan has been produced which sets out the infrastructure improvements required to support the proposed development in the District, their anticipated costs, when they will be needed, and who will be responsible for providing them.
- 7.59 New development creates a need to provide new infrastructure and facilities, and to mitigate the effect of the development on the surrounding area. Developers are therefore required to provide or fund infrastructure

improvements associated with development for the types of infrastructure set out above.

- 7.60 On-site provision or, where this is not possible, financial contributions will be sought from developers, to combine with public funding to deliver the necessary facilities and infrastructure. The infrastructure requirements and contributions will vary depending on the scale, nature and location of the development. References in this Plan to 'developer contributions' are intended to cover physical provision of infrastructure (on or off-site) or financial contributions. These may be secured by planning obligations/agreements (known as S106 obligations) and the Local Planning Authority plans to introduce the Community Infrastructure Levy (CIL) in due course. This will introduce a charge on new developments across the District, the monies from which can be used to fund local infrastructure projects where development occurs. Where it is possible to identify specific provision needed by a development, for example in larger developments, this should normally be achieved through physical provision on-site or a dedicated financial contribution.
- 7.61 The City Council plans to introduce a Community Infrastructure Levy by April 2014. Until this is adopted and a charging schedule set, the City Council will use both planning obligations and planning conditions to secure the required improvements or funding, using standard charges or formulae, where appropriate. This approach will be informed by the Infrastructure Delivery Plan which draws on strategies and investment plans of the local authority and other organisations. Contribution levels will be based on the overall costs of provision, but will take into account the availability of other sources of funding.
- 7.62 Any requirement to secure funding via developer contributions will be subject to the necessary assessments and compliance mechanisms to ensure that the contributions are appropriately calculated and legal. Infrastructure will need to be provided at the right time to support development; this is not always in advance of development and phasing and trigger mechanisms will be needed to ensure that the right facilities come forward at the right time. The Council will also work with the service and infrastructure providers to ensure that relevant infrastructure is provided in a timely way, in conjunction with development.
- 7.63 There are particular infrastructure issues affecting the District and future development proposals, as set out in the Infrastructure Delivery Plan. These infrastructure needs will also require on-site delivery, or where not possible/suitable, financial contributions and requirements are set out in more detail in other Local Plan policies, including transport, water infrastructure, open space and green infrastructure.
- 7.64 The policy below seeks to ensure that appropriate and necessary infrastructure is provided to support development proposals and that future developments contribute to resolving any pressures they may generate.

<b>Policy CP21 - Infrastructure and Community Benefit</b>
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**The Local Planning Authority will support development proposals which provide or contribute towards the infrastructure and services needed to support them, which should be delivered using the following approach:-**

- **testing the capacity of existing infrastructure and where there is insufficient capacity securing the timely provision of improvements or additional provision;**
- **infrastructure provision or improvements should be provided on-site as an integral part of a development, wherever possible and appropriate;**
- **where off-site measures are needed, or on-site provision is not possible, planning obligations will be needed to secure the necessary provision or a financial contribution towards provision;**
- **where a contribution towards other infrastructure improvements or provision is needed and viable this will be achieved through planning obligations, or the Community Infrastructure Levy when introduced.**

**Any on-site provision or financial contribution should:-**

- **meet the reasonable costs of provision to support the development or offset its impact; and**
- **be related to the size and type of each development and the nature of the improvements required; and**
- **take account of the cumulative impact of requirements on the viability of development, especially where the development meets a particular local need or provides particular benefits.**

**The Local Planning Authority will support the improvement or development of locally and regionally important infrastructure where needed to serve existing or new development required through this Plan, or to secure long term supply, provided that the need for such facilities are consistent with other policies within this Plan.**



## 8.0 **IMPLEMENTATION AND MONITORING**

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

