

CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE

6 December 2007

WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK - CORE STRATEGY 'ISSUES AND OPTIONS' PAPER

REPORT OF HEAD OF STRATEGIC PLANNING

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RECENT REFERENCES:

CAB 1521 – Winchester District Local Development Framework – Core Strategy – 11th September 2007

CAB 1472 – Winchester District Local Development Framework – Core Strategy – 7th June 2007

CAB 1405 - Winchester District Local Development Framework – Core Strategy – 7th February 2007

CAB 1328 - Winchester District Local Development Framework – Core Strategy – 11th October 2006

EXECUTIVE SUMMARY:

This report presents to Members the draft Core Strategy 'Issues and Options' Paper, which it is recommended be agreed for consultation purposes. This paper has been prepared following an extensive early consultation phase in February/March 2007 branded 'Live for the Future' to explore with the community and stakeholders the concept of sustainable communities and what needed to change across the District over the next twenty years for this to become a reality. Also many evidence studies/reports have been undertaken and used to inform the identification of the options presented in the paper. The strategies and options will be appraised against the sustainability appraisal framework to ensure that they are aiming towards delivering sustainable development.

The Issues and Options Paper will be available for a public consultation period for 6 weeks from 3rd January 2008 until 15th February, via questionnaires either on-line or paper. In addition, a series of workshops have been arranged during January to allow both the community and stakeholders to debate the issues and options. It is important to use this process to reveal if there are any other options which are both realistic and deliverable, as well as to invite views on the options included.

RECOMMENDATIONS:

- 1 That the publication of the Core Strategy 'Issues and Options' Paper be approved for consultation for a 6 week period commencing 3rd January – 15th February 2008.
- 2 That authority be delegated to the Head of Strategic Planning, in consultation with the Portfolio Holder for Planning and Transport, to make any minor editing changes to the Paper that may be necessary prior to publication, including the format of the questions and to agree the details of the consultation process/material and public workshops.

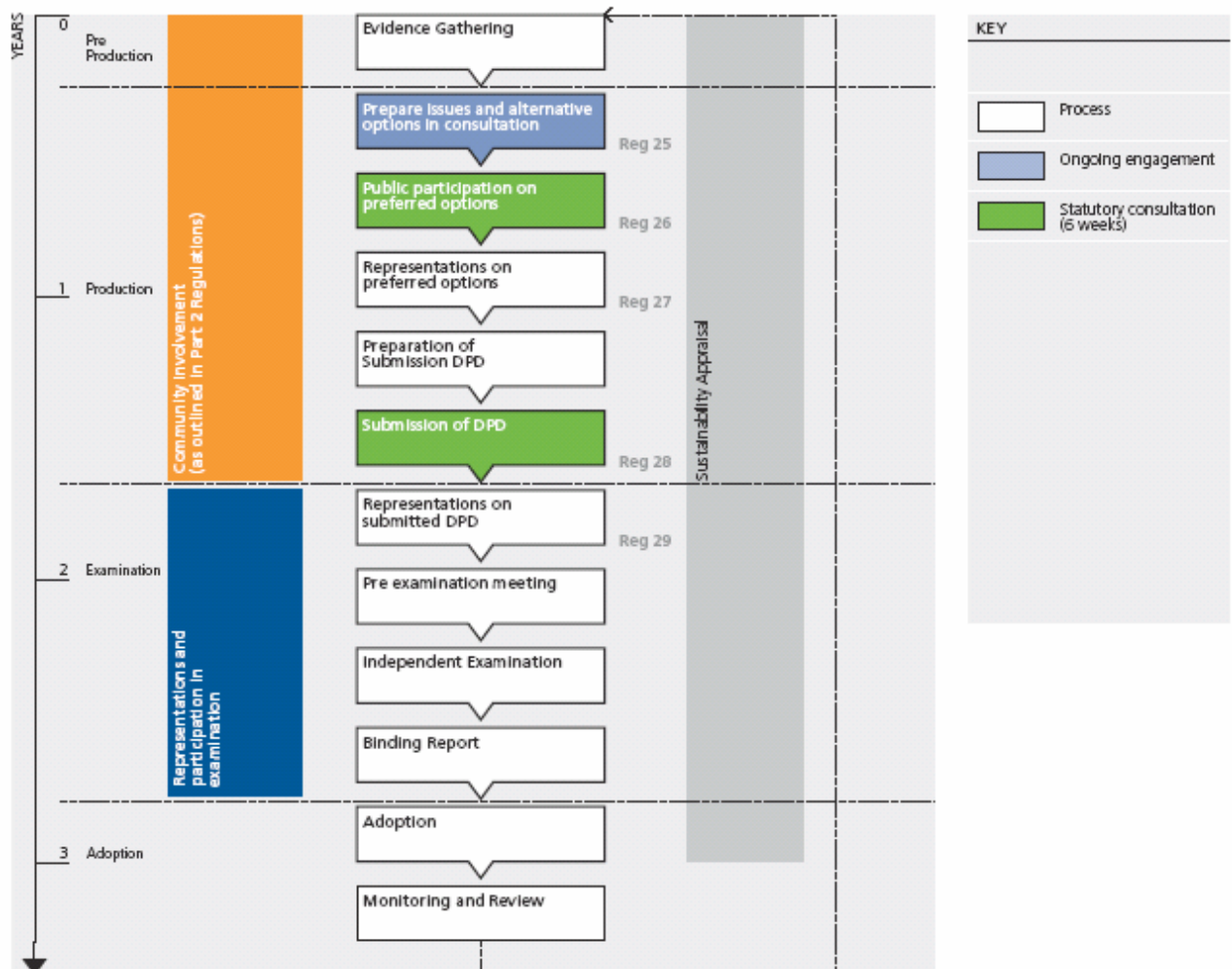
CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE6 December 2007WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK - CORE STRATEGY 'ISSUES AND OPTIONS' PAPERREPORT OF HEAD OF STRATEGIC PLANNINGDETAIL:1 Introduction

- 1.1 This report presents to Members the Core Strategy 'Issues and Options' Paper, the first key stage in the preparation of this Development Plan Document being produced as part of the Winchester Local Development Framework. The recommended Issues and Options Paper is set out in full at Appendix 1.
- 1.2 As explained in previous reports, the Core Strategy will set out the key elements of the spatial planning framework for the area.
- 1.3 Planning Policy Statement 12 (PPS12) "Local Development Frameworks", requires Core Strategies to comprise of a spatial vision, spatial objectives and key policies for the development and use of land and to provide certainty for at least ten years after its adoption. It should also set out broad locations for delivering housing and other strategic development needs such as employment, retail, leisure, community, essential public services and transport development.
- 1.4 Members have received a number of previous reports on the 'Live for the Future' front-loading events and the various technical studies that together constitute the 'evidence base'. These have been used to inform the emerging issues and subsequent identification of options. These reports have now been placed on the Council's website. A further key part of the process is the Sustainability Appraisal, this is to ensure that the document is prepared with the objective of contributing to the achievement of sustainable development (para 1.3 PPS12). Report CAB1569(LDF) elsewhere on this agenda provides details of this part of the process.
- 1.5 The Council's Statement of Community Involvement (SCI), which was adopted in January 2007, sets out the mechanisms to involve the community and other interested parties at various stages in the LDF process. Preparation of the Core Strategy so far has involved a number of the mechanisms and techniques set out in the SCI. The process commenced with a series of 'front loading' events branded as "Live for the Future" earlier this year. The results of these were reported to Members at their meeting on 7th June 2007 (CAB 1472 (LDF) refers). Appended at Annex 2 is a 'Summary of Early Engagement' that lists the events and processes used so far in the preparation of the Issues and Options Paper.
- 1.6 A critical matter is to ensure that this part of the preparation of the Core Strategy not only complies with the basic requirements of the legislation but that it genuinely explores all the spatial issues and offers realistic alternative options, to ensure compliance with the nine 'tests of soundness' set out in the regulations (the Town and Country Planning (Local Development (England) Regulations 2004).

2 Core Strategy Preparation

2.1 Government regulations require Development Plan Documents (DPDs) to follow certain set procedures, as illustrated in the following diagram, taken from PPS12 :-

Figure 4.1 – The Development Plan Document Process



2.2 The process of preparing the issues and alternative options falls within the production phase, following on from the evidence gathering and early community and stakeholder input. It emphasises the consultative nature of this stage, which is an integral part of the process, although the requirement refers only to ‘specific consultation bodies’ and ‘general consultation bodies’, as listed in the Council’s Statement of Community Involvement (SCI).

2.3 A critical element at this stage is to ensure that all the alternative options are fully explored and debated, to ensure compliance with soundness test vii, which states *“the strategies/policies/allocations represent the most appropriate in all the circumstances, having considered the relevant alternatives, and they are founded on a robust and credible evidence base”*. Government guidance on this issue

emphasises the need to encourage a meaningful response based on a genuine choice of options.

2.4 A critical matter being explored through the Issues and Options Paper is not only the amount of land for housing purposes that will need to be found across the District up to 2026, but also the broad locations. This also applies to other forms of development, where the evidence base suggests the need for additional requirements. It is therefore imperative that the Issues and Options Paper explores all the potential spatial options, specifically that it includes options for :-

- The broad location and balance of development across the authority's area,
- Management of the housing supply,
- The balance between employment and housing
- The delivery of affordable housing

2.5 Where there are no realistic alternative strategic options then no alternatives are presented in the Paper. It is also important to remember that the Paper only presents options where there is a key issue or 'driver for change'.

3 Broad Strategic Options

3.1 A key matter to be explored by this paper is the challenging housing requirement the District has been allocated through the South East Plan, the Regional Spatial Strategy that the Winchester LDF must comply with. In terms of overall housing targets, the South East Plan requires that the whole of the Winchester District provides land for some 12,240 dwellings in the period 2006 – 2026. This figure includes a specific allocation for that part of the District that lies within PUSH of some 6,740 dwellings, and 5,500 in the rest of the District.

3.2 One function of the Core Strategy is to set out a spatial vision in terms of how the District wishes to change in the future and what type of place it will become, through the application of a number of strategic objectives articulated through strategic policies.

3.3 Through the evidence that has been collected, a matter revealed primarily by the Economic and Employment Land Study is the identification of three quite different economies operating within the district on a sub-District scale. These local economies are focussed on Winchester Town, the substantial rural area and the market towns within it, and the District's southern fringe.

3.4 These findings, together with data from some of the other studies and feedback from our stakeholder and community events held earlier in the year, have led us to conclude that the way forward for the Core Strategy will be to look at the main areas of the District from a 'spatial' perspective, rather than by, traditional, planning topics. This will allow us to fully explore the potential that the different parts of the District can offer in terms of growth, sustainable development and diversity.

- 3.5 Accordingly it is proposed to sub-divide the District into three distinct areas taking into account the following broad considerations:-
- Availability of local employment opportunities;
 - Public transport services to neighbouring settlements and further afield;
 - Range of services and facilities including shops, education and health provision;
 - Opportunities for growth/change and relationship with neighbouring settlements.
- 3.6 This approach creates the following three 'spatial' areas of:-
- *Winchester Town;*
 - *The Market towns and the rural area;*
 - *The southern part of the District, within the Partnership for Urban South Hampshire area (PUSH).*
- 3.7 The Issues and Options Paper then explores in some detail the alternative options and it is on these that views are being sought, including the amount of land for housing, employment and other uses. The paper goes on to explore how to deal with such critical issues as affordable housing and climate change. Alternative options are presented where these are of a strategic nature – the Core Strategy will lead the more detailed DPDs to be prepared at a later stage. Consequently the policies that evolve will be strategic in nature to ensure that they remain flexible, to enable the plan to deal with changing circumstances (flexibility is one of the tests of soundness).
- 3.8 The options must be realistic, but they cannot be limited to those which may be more palatable to the Council or which avoid the 'difficult decisions'. They therefore deal with key issues relating to the scale and location of growth, amongst others. In relation to housing provision, the options are intended to indicate general scale and locations of development (even though numbers are included to illustrate these), as the Core Strategy is concerned with the strategic location of development, not specific sites. Some options would, in combination, substantially exceed the housing requirement currently proposed by the South East Plan EIP Panel Report. It is important that these options are included and that the Core Strategy shows how a future increase in numbers could be accommodated, given the Government's clearly-stated intention to increase housing delivery and the requirement for plans to be sufficiently flexible to deal with future changes of circumstances.
- 3.9 The 'testing' of alternatives is a key part of the issues and options process. Initially this is will undertaken through a sustainability appraisal of the draft issues and options, so far a high level commentary has been received by the consultants commissioned to undertake the sustainability appraisal and these comments have been taken into account when preparing the issues and options paper. However, it is essential that the consultation mechanisms allow for this 'testing' to continue, to encourage debate of the options and to ensure that any alternatives emerge as a result.
- 3.10 Testing the alternatives is a process that is required in order to arrive at the preferred options (the next stage in the development of the Core Strategy). Essentially the process must ensure that the plan's objectives are delivered, that it is in compliance with national and regional planning policy and that the preferred options can be implemented.

- 3.11 Following the close of the consultation period in mid-February, the comments received will be analysed and reported to this Committee, so as to enable the 'preferred option' to be prepared. Account will be taken of any new options arising from the consultation and whether any options can be adjusted to give an improved overall option. The Core Strategy Preferred Option must be published for public consultation and this is likely to be in mid-2008. The Issues and Options Paper does not include draft policies, as it is at the Preferred Option stage that strategic policies are developed to achieve the chosen option. The policies will, at that stage, cover a range of strategic issues as they need to form the basis for more detailed future Development Plan Documents.

4 Publicity and Marketing

- 4.1 To ensure that both the community and stakeholders have an opportunity to contribute to this important part of the process it is planned to run not only a number of workshops, but also a detailed questionnaire inviting comments on the options presented.

- 4.2 Workshops have been arranged at the following locations :-

Date	Venue	Time
Tuesday 8 th January 2008	Jubilee Hall Bishops Waltham	7- 9 pm
Thursday 10 th January 2008	Solent Hotel Whiteley	7-9 pm
Tuesday 15 th January 2008	All Saints Church Hall Denmead	7-9 pm
Wednesday 16 th January 2008	Old Goods Shed Alresford Station Alresford	7-9pm
Thursday 17 th January 2008	The Discovery Centre Winchester	7- 9 pm

- 4.3 Invitations will be issued to Parish Councils and other stakeholders registered on our LDF database, and others will be informed through e-bulletins to be issued late November and in December, a total of some 700 people and organisations will be made aware of the process and opportunity to comment. In addition these details will be available on the website and in a number of parish magazines. The local press was briefed on the Issues and Options paper on 29th November. Publicity material in the form of posters giving details of the events and how to comment will be placed at a range of locations around the District.
- 4.4 An LDF Communications and Marketing Plan has been prepared by the Council's Communication Team (Appendix 3), to ensure the publicity reaches those it needs to and that as many people as possible to attend the workshop events. The Issues and Options Paper will be open for comment up to 15th February 2008.

5 Conclusion and Next Steps

- 5.1 Following consultation on the Issues and Options Paper, officers will examine all the responses, the findings of the sustainability appraisal plus information in the evidence base to prepare a recommended Preferred Option. This will be subject to approval

by Cabinet and Council, then be subject of further consultation for a statutory 6 week period during the summer 2008. Following this consultation, the Version to be submitted to the Inspector will be subject to a further report to Cabinet and final approval by Council.

- 5.2 The Chairs of the Principal Scrutiny Committee and Panels have discussed the procedure for scrutinising the emerging Core Strategy. They have asked for the Issues and Options paper to be considered by all Scrutiny Panels in the January cycle, so that they can make comments on the options to the Portfolio Holder, alongside the public consultation process. Principal Scrutiny Committee will then consider it at its meeting in February. Principal Scrutiny Committee would also wish to scrutinise the Core Strategy at the Preferred Option stage, but just in relation to the process that had been followed to take on board comments made, rather than the content.

6 OTHER CONSIDERATIONS:

6.1 CORPORATE STRATEGY (RELEVANCE TO):

- 6.2 The LDF is a key corporate priority and will contribute to achieving the Council's vision through the outcomes set out in relation to providing better services.

7 RESOURCE IMPLICATIONS:

- 7.1 The 2007/08 budget provides adequate funding for this stage of the LDF process.

8 BACKGROUND DOCUMENTS:

None

9 APPENDICES:

Appendix 1 – Recommended Issues and Options Paper - Due to its importance the Draft Issues and Options paper has been sent to all Members of the Council. It is also available to view on the Council's Website by following links to Cabinet (LDF) Committee from the following page and a copy has been placed in the Members' Library:

<http://www.winchester.gov.uk/CouncilAndDemocracy/DemocracyAndElections/Committees/>

Appendix 2 – Summary of Early Engagement

Appendix 3 – LDF Core Strategy Issues and Options Communications and Marketing Plan

Winchester Local Development Framework

Core Strategy

Issues and Options Paper

DRAFT

December 2007

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Glossary

Introduction and Background

What is the New Planning System?

In September 2004 the Government introduced a new type of development plan called the Local Development Framework (LDF), through its Planning and Compulsory Purchase Act 2004. This new system has also introduced a whole new range of terminology and to assist with the understanding of this a Glossary is appended.

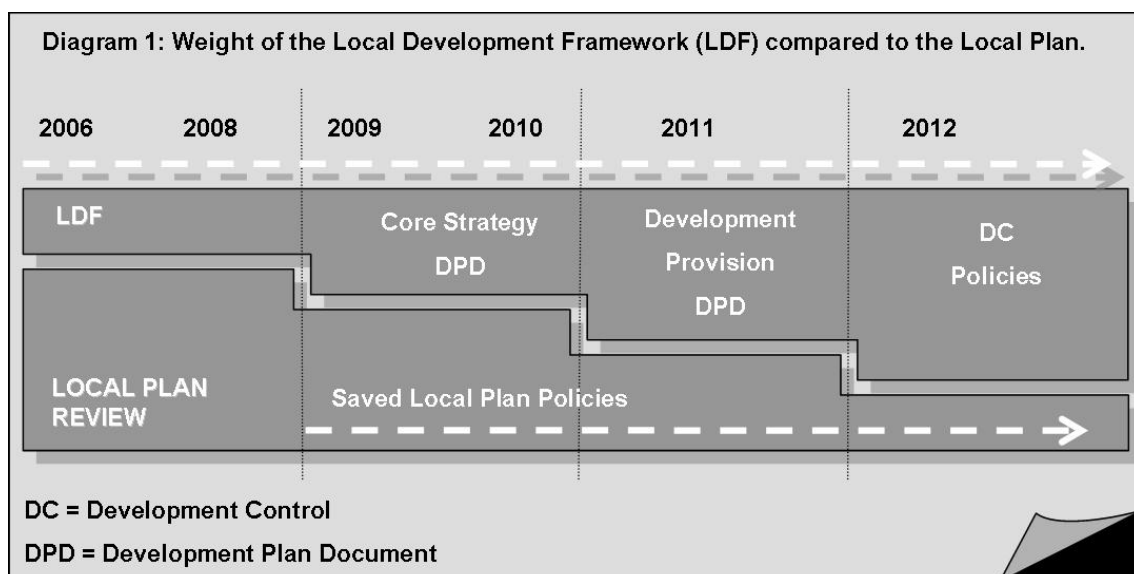
The LDF will consist of a folder of documents to guide the development and use of land in the District. The documents to be produced under the Winchester LDF are set out in the Council's Local Development Scheme together with a broad timeframe for their production. This document can be viewed on the Council's website at www.winchester.gov.uk.

The LDF system allows the City Council to respond to the most important issues at different times and accordingly the Council has identified the need for three key documents to be prepared :-

- Core Strategy – this sets out the vision, objectives, spatial development strategy and core policies for spatial planning in the District;
- Development Provision and Allocations - this allocates land across the District for housing, employment, retail, leisure and mixed use purposes.
- An Area Action Plan for the Strategic Development Area at Hedge End which lies within both Winchester District and Eastleigh Borough Council – this will cover all aspects associated with this large scale of development.

The Winchester LDF will replace the Winchester District Local Plan Review which was adopted in July 2006. The Development Plan for the area will consist of the Regional Spatial Strategy and the LDF rather than the County Structure Plan and the Local Plan.

The LDF, being a series of individual documents, will gradually replace various sections of the Local Plan. At present the Local Plan is 'saved' so that it can still be used, but policies will become out of date and consequently superseded by the LDF once its constituent parts are adopted. The diagram below illustrates this relationship:-



The Core Strategy

Its Role:-

The Core Strategy will set out the broad strategic planning framework for the future of the Winchester District up to 2026, it will :-

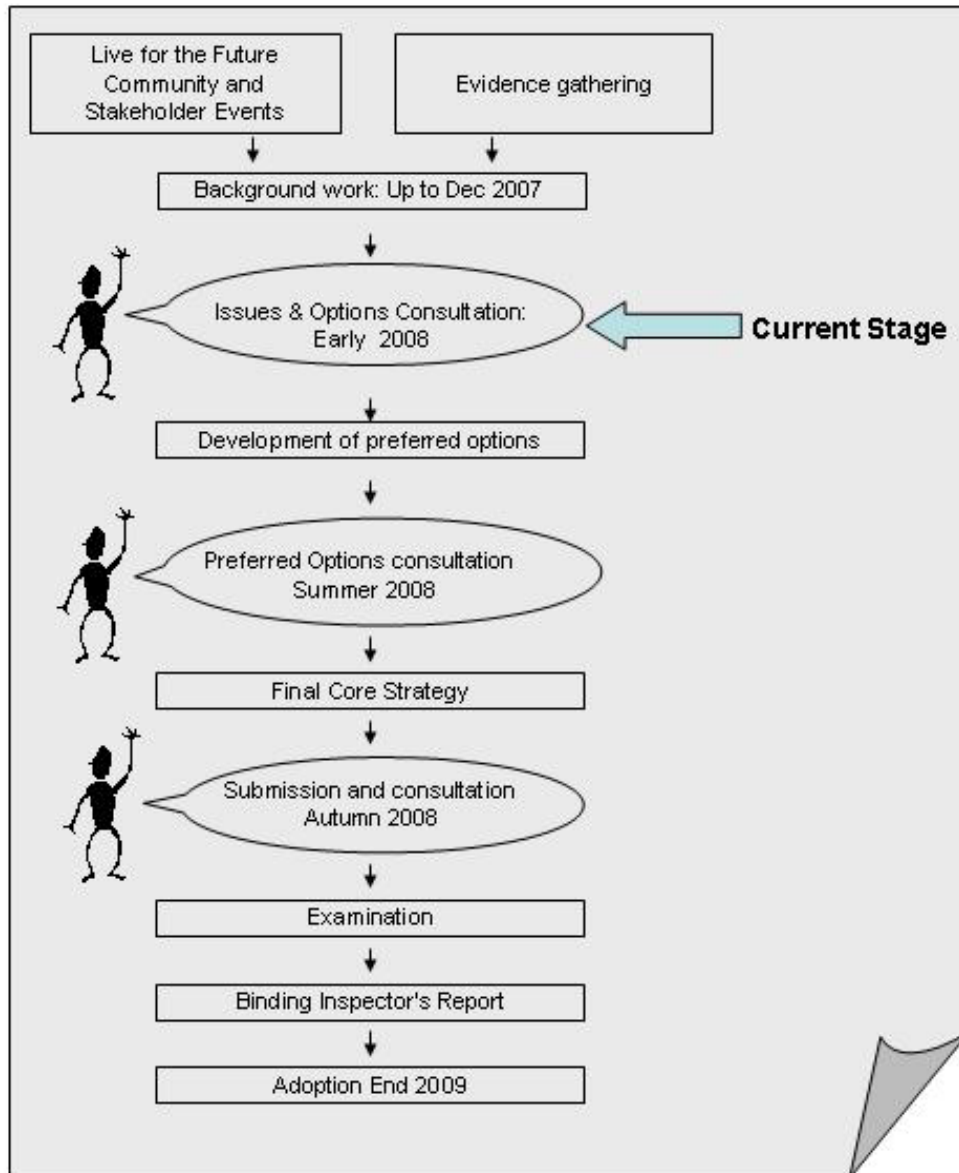
- Set out a vision for the District i.e how does it wish to change in the future in physical, economic, social and environmental terms;
- Identify the strategic objectives and key policies for realising the vision;
- Identify broad locations for change and growth, as well as the areas to be protected;
- Set out a framework for the implementation and monitoring of the objectives and policies to measure their success.

Purpose of the Issues and Options Paper :-

This Issues and Options paper explores the challenges or issues we will have to address over the next 20 years and suggests options for dealing with these. A matter to bear in mind is that this paper does not seek to include 'options' for everything, where the existing approach developed through the Local Plan or other mechanisms are working well and there is no driver for change, then options will not be suggested.

The focus of this paper is to examine matters where there are genuine, realistic alternatives, and where the options are in general conformity with the South East Plan, which is the emerging Regional Spatial Strategy that our LDF will have to follow.
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This paper is the first formal opportunity to comment on the emerging core strategy, the following diagram illustrates the LDF process and when you will be able to contribute. Subsequent versions will have draft policies and proposals :-



A point worth noting is the need to explore all potential options that may be available to deliver the challenging targets we have, to ensure that the development that subsequently occurs in our District is in the right place and makes a positive contribution to our communities. Therefore, when considering the series of options that are set out in this paper, please consider where there are any others and let us know. The options presented are for consultation, the City Council is not promoting any particular options at this stage.

Following this introductory section of this report, the remainder looks in more detail at the spatial vision and the objectives that are identified to deliver this, along with a strategy for the dealing with the diverse nature of the District. This is followed by a section on core planning issues which affect the whole District, and then mechanisms to ensure that the infrastructure required to implement the options is available at the right time.

Next Steps

We would welcome your comments on this paper and have created a questionnaire to accompany it which can be completed on-line at www.winchester.gov.uk, or you can request a paper version by phoning 01962 840 222. If you require this in an alternative format please let us know.

At the same time we are inviting you to let us know of any development opportunities which could contribute to any of the spatial options for the District. This is a separate exercise to the issues and options consultation on the Core Strategy but forms part of the early consultation on our Development Provision and Allocations document. Please write separately to tell us about these sites and include their relative merits and why you think they contribute to a sustainable spatial strategy.

All completed questionnaires need to be returned to the following address by **5pm on Friday 15th February 2008**.

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

Tel : 01962 840 222
Email : LDF@winchester.gov.uk

We will also be holding workshops in the following locations to discuss the proposed options:-

Date	Venue	Time
Tuesday 8 th January 2008	Jubilee Hall Bishops Waltham	7- 9 pm
Thursday 10 th January 2008	Solent Hotel Whiteley	7-9 pm
Tuesday 15 th January 2008	All Saints Church Hall Denmead	7-9 pm
Wednesday 16 th January 2008	Alrebury Centre Alresford	7-9pm
Thursday 17 th January 2008	The Discovery Centre Winchester	7- 9 pm

To attend a workshop, please register on-line at www.winchester.gov.uk or let us know by phoning 01962 848 222 – this is not essential but will help us to arrange the workshops.

The Local Development Framework

How does the Winchester LDF fit in with other plans?

At the national level, planning guidance comes in a variety of formats ranging from formal planning rules set out in Circulars and Regulations, to guidance and advice in Planning Policy Statements and Good Practice Notes. The City Council is required to comply with the contents of these documents.

At the regional level Winchester lies within the South East Region. The Plan for the South East is known as the Regional Spatial Strategy (RSS9) and is currently being prepared by the South East England Regional Assembly (SEERA). The South East Plan sets out the rules and targets that must be met by its constituent local authorities for the period 2006 to 2026. The southern part of Hampshire has been defined as a sub-region on the basis that it has a distinctive set of issues that need to be addressed. This sub-region at a local level is referred to as PUSH (Partnership for Urban South Hampshire).

The production of the South East Plan also follows a set procedure and the City Council has recently received the report of a panel of Inspectors who undertook a series of debates and heard representations from a range of organisations on a variety of topics. This report provides a degree of clarity to a number of issues across the region, including the overall amount of housing that must be provided in each District by 2026. However, this is not the final document, it has been submitted to the Secretary of State for Communities and Local Government for consideration. Proposed changes through a series of modifications will be published in early 2008, but the final document will not be available until late 2008. The Panel Report is available on the Government Office website www.gose.gov.uk or www.eipsoutheast.co.uk.

Overall the strategy for the South East Plan is to focus development on two key aspects – areas with strong economic potential and areas with a particular need for regeneration to reduce disparities and increase social and economic cohesion. This is reflected in that part of the Plan which deals with the individual sub-regions and explores approaches to resolve more locally focussed issues, which promotes an urban focus with sharper growth. The South East Plan also includes two strategic development areas which will have an impact on the Winchester District – one at Hedge End for 6000 houses which will be partially located within the District and the other at Fareham for 10,000 houses which lies adjacent to our boundary.

The southern part of Winchester District lies within the PUSH sub-region – this includes Colden Common, Bishops Waltham, Wickham, Denmead and Whiteley. The northern boundary of the PUSH area corresponds to the proposed South Downs National Park boundary. See Map 1.

In terms of overall housing targets the South East Plan requires Winchester District to provide land for some 12240 dwellings in the period 2006 – 2026. This figure includes a specific allocation for that part of the District that lies within PUSH of some 6740 dwellings, which leaves 5500 to be found in the rest of the District.

Area	PUSH	Rest of District	District total
Housing requirement (SEP Panel Report)	6740	5500	12 240
Completed 2006 - 2007	150	350	500
Commitments 2007 – 2026 (permissions and allocations)	2040	1485	3525
Remaining requirement	4550	3665	8215

Source : Winchester City Council

This housing provision reflects the changing nature of the District and the way we live in general with people living longer, staying/becoming single or young people moving into their own home, and migration to support economic growth/prosperity both locally and further afield – all these create a demand for more houses.

The above table does not include any allowance for the continued infilling of existing settlements that is likely to occur over the plan period. The City Council is currently undertaking a Strategic Housing Land Availability Assessment looking at potential sites and how likely they are to become available.

The population of the District is projected to change during the LDF period to 2026 - the total population being some 132 000 of which approx 72 000 will be of working age and 29 000 over 65. (see Spatial Portrait at Appendix 1 for more details). It will be necessary for these changes to be acknowledged and accommodated to ensure that the Core Strategy remains valid and relevant in delivering sustainable development.

In addition to these housing targets, the South East Plan also contains a range of other policies covering matters such as retail, office, leisure and industrial development. In some cases there are targets for the sub-region so that we are required to monitor details for both the PUSH area and the rest of Winchester District.

A point worth noting particularly in relation to the housing targets is that if the Council cannot demonstrate through its LDF and regular monitoring that it can deliver the targets, sites for housing may be imposed through planning appeals. We therefore need to take this opportunity to embrace change and plan positively for the impact that it may have on our communities so everyone both individuals and businesses benefit.

What has happened so far?

During Spring 2007 the City Council held a number of workshops under its 'Live for the Future' campaign to explore the concept of sustainable communities which the Council defined as :-

“Great places to live, work and do business, but also take care of the environment and leave a good legacy for future generations”.

A range of techniques were used including community and stakeholder workshops, a young persons event plus an online questionnaire to explore the views, aspirations and concerns of the people that live, work and play in the Winchester District, as to what

they thought needed to change to make Winchester communities more sustainable. The report of the findings of this campaign can be viewed on the Council's website. This consultation was undertaken jointly with the Council's Sustainable Community Strategy to ensure that the outputs provide a common base to inform the preparation of the LDF and reviews of the Sustainable Community Strategy.

This information also forms part of the Council's 'evidence base' which includes data from both existing and new reports on a range of topics that will provide the background facts and figures to inform the LDF process. This evidence base will be used by the Council and its partners to ensure a consistent approach to the achievement and maintenance of sustainable communities and sustainable development.

Relationship of the Core Strategy with the Sustainable Community Strategy

The Winchester District Strategic Partnership (WDSP) is made up of all partnerships working in the District towards the Sustainable Community Strategy, overseen by a few key partners. The partnership prepared the Sustainable Community Strategy for the Winchester District following extensive consultation with local people, councils, businesses, voluntary organisations, and public sector services such as Police, Health and Education. The WDSP recommended the Strategy to the City Council for adoption in March 2007 on behalf of the people of Winchester District.

The adopted strategy vision states :-

"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".

The strategy then identifies five important 'outcomes' to help understand what is needed to achieve this vision. An 'outcome' describes what we want the District to look like in the future. The 5 outcomes are:

- Health and wellbeing
- Freedom from fear
- Economic prosperity
- High quality environment
- Inclusive society

For each outcome there is a list of changes which the people of Winchester District say they expect to see when the outcome becomes a reality in their community, as well as a series of priorities. A list of measures, or 'indicators', to monitor what is being achieved to deliver the vision are also identified for each outcome.

The Community Strategy leads the way for other plans and strategies by setting out an overall vision for the District including the Local Development Framework.

Spatial Vision and Objectives

One function of the Core Strategy is to set out a spatial vision in terms of how the District wishes to change in the future and what type of place it will become. The vision

agreed with the Winchester community and the City Council through the adoption of the Sustainable Community Strategy is set out above, but what does this mean in spatial planning terms?

The proposed spatial vision is :

Winchester District will evolve and develop as a vibrant and sustainable place to live, work and do business by harnessing the talent and vitality of our diverse communities. New enterprise will deliver sustainable solutions for housing, commerce, transport and other services, whilst promoting and enhancing the District's rich historical townscape and wider rural landscape.

Question to be inserted

To enable this vision to become a reality the following strategic objectives are proposed:-

- Creation of an economy that promotes 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, by ensuring that there are a range of sites and premises available for businesses to set up and expand to meet their full potential and provide jobs to use the skills of the District's population;
- Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population whilst reducing carbon emissions;
- Protection and enhancement of Winchester District's most valuable environments whether these are urban or rural or involve the built or natural environments to ensure that the changes we are seeking maintain the District as a special place;
- For the District to positively mitigate impacts and adapt to the effects of climate change, through promoting lifestyles and maximising the use of technologies that are available to reduce waste and carbon emissions,
- Provision of the necessary services and support facilities in the right places at the right time, including health, education, shopping etc, to ensure our existing and new communities are attractive and safe places to live and work and encourage sustainable transport alternatives that reduce the use of the private car;
- Maximise new opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car.

The vision and strategic objectives provide a clear forward direction for the District over the next 20 years, the following sections of this report explore the strategic options as to how this may be delivered.

Sustainability Appraisal and Strategic Environmental Assessment

The purpose of Sustainability Appraisal (SA) is to promoting more sustainable development through an ongoing dialogue and assessment during the preparation of Development Planning Documents (DPDs). Strategic Environmental Assessment 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 socio-economic issues is dealt with to the same level as environmental. The SA of Development Plan Documents is required by UK and European legislation.

The SA process to date

During Spring 2007 a sustainability scoping process was carried out by City Council to help ensure that the SA covered the key sustainability issues that are relevant to the development planning system in the Winchester District area. Relevant plans and programmes were reviewed to develop a wider understanding of the issues and priorities for the District, together with a description of the current and predicted social, environmental and economic characteristics of the area.

A sustainability Appraisal (SA) Framework comprising a series of objectives aimed at resolving the issues and options identified as a result of this scoping process was developed. The SA Framework was refined through consultation with key stakeholders. A SA Scoping Report was prepared and subject of an eight week consultation period during August and September 2007. Consultation included the statutory environmental consultees as well as wider community groups and stakeholders. See www.winchester.gov.uk.

The SA Scoping report and the Sustainable Community Strategy identified a number of common issues and 'drivers' affecting Winchester District over the next few years which need to be taken into account through this spatial plan:-

Key drivers for change	Challenges for the Core Strategy
Nature of the District	Whilst the District is predominantly rural, with the county town of Winchester acting increasingly as a centre for learning and commerce, there is an increasing influence from the urban areas of Southampton and Portsmouth to the south, which along with a number of Winchester settlements are within the sub region of urban south Hampshire – how do we deal with such a range of issues and challenges?
Climate Change and Renewable Energy	We need to reduce carbon emissions and car journeys, through developing a spatial strategy that encourages growth where there is a network of existing activities to reduce the need to travel by car; in addition what opportunities does the District have to create sources of renewable energy?; How do we ensure that new developments positively contribute to their own energy needs by using renewable sources?
The cost of housing in Winchester District	How does the Core Strategy ensure that there is a supply of housing that can be afforded by people who wish to live and work in the District, to promote and support economic prosperity?
Future of the Winchester District Economy	How do we build on our economic strengths of being a centre for creative, knowledge based industries, supported

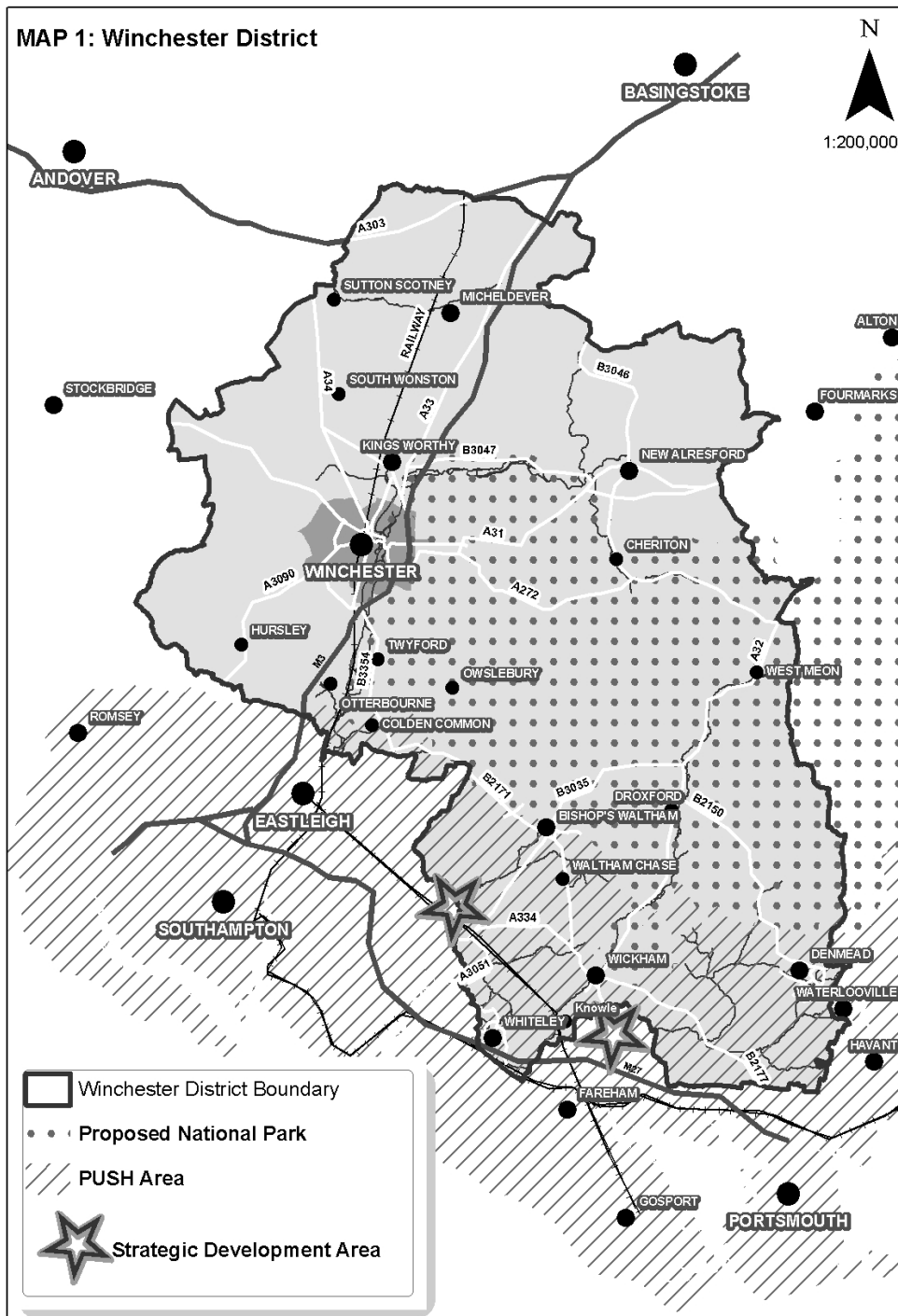
	by an active rural economy that ensures we remain competitive and attractive to future economic demands?
Commuting	Large numbers of the District's residents commute out during the day whilst an even larger number of workers commute in to work within the range of employment opportunities that the District has to offer – how do we attempt to correct this balance to ensure that there are sufficient skills available within the District to encourage people to work locally and the corresponding provision of homes so that people can also live locally?
Physical and social infrastructure	The new and growing communities must be supported by the provision of infrastructure at the right time – how do we ensure that this is delivered in a timely fashion?
An aging population	By 2026 about a quarter of Winchester's residents will be over 65 years of age – how do we plan to cater for the increasing needs and requirements of this sector of our community?

SA Report

Sustainability Appraisal is an iterative process and the ongoing assessment of the Core Strategy Issues and Options paper against the SA framework will inform the development and preparation of the Preferred Options for the District. The appraisal process, findings and recommendations for each stage will be reported alongside the Preferred Options consultation in summer 2008.

Strategy for Spatial Distribution

Winchester District is predominately rural covering an area of some 65 000 hectares, with over 50 smaller settlements in addition to Winchester itself. The landscape has in the past lead the way the settlements have evolved and developed, resulting in towns and villages with strong, distinctive characters. More recently the location of Winchester District in relation to road and rail links; proximity to the Southampton and Portsmouth conurbation and within commuting distance of London has had a direct impact on the way our towns and villages now function and this is changing with the increase in car ownership and a desire to access more facilities on a regular basis. See Map 1.



The City Council has identified through its Community and Corporate Strategies the need to promote sustainable communities and places where people will want to live and work, both now and in the future. To support this philosophy it is necessary to ensure that the development strategy promoted through the LDF will provide opportunities for growth and diversity where these will contribute to the overall aim of achieving sustainable communities through sustainable development.

Through the “Live For The Future” events held with stakeholders and the communities of the District, it is evident that there are a number of common concerns that participants felt needed to change to maintain and create sustainable communities.

These were :-

- Housing to be of traditional appearance and affordable
- Improved access by public transport, walking and cycling
- Infrastructure to be provided with new development
- Eco-friendly and carbon neutral buildings
- More local job opportunities to reduce out commuting and more local housing opportunities to reduce in commuting

In addition these events highlighted how participants felt about where they lived :-

- Within the market towns and rural area there was a strong sense of community spirit and identity, this was less evident in Winchester which has more individual communities and less integration;
- Participants acknowledged and welcomed access to local facilities regardless of their scale
- All participants from both Winchester Town and the more rural parts of the District acknowledged the positive benefits of being close to the countryside and having access to it and were proud of where they lived.

These factors need to be considered against the challenges expressed in the South East Plan primarily in relation to the need to provide sites for over 12,000 dwellings in the next twenty years. The spatial strategy proposed in the South East Plan places an emphasis on the existing urban areas with the identification of regional hubs to be the focus for growth. Whilst none of the settlements within the District have been recognised in the South East Plan as being of strategic importance, the role of Winchester Town is specifically mentioned as expecting to make a wider contribution to the regional strategy. Indeed the strategy proposed below reflects the spirit of the South East Plan, accordingly we have not included options that would be considered contrary to the aims of this spatial strategy.

This includes any reference to proposals at Micheldever Station for a new settlement of some 12,500 dwellings, which not only was rejected by the South East Plan Panel Inspectors, but would exceed the whole of the Winchester District housing provision over a twenty year period. Consequently this is a matter to be considered and determined at the regional level rather than through this Core Strategy.

This has led us to explore more generally the role and function of the towns and villages within the District to investigate ways in which this challenging housing target and the other regional requirements including contribution to the wider spatial strategy may be met. Through our ‘Live for The Future’ events and some subsequent workshops held to examine particular matters such as the economy, it has become evident that the District functions in a number of ways. Winchester provides a focus or hub as the main employment and retail base, but with the market towns having a strong local role and providing a wide range of services and facilities for people not

only within these towns but also in the surrounding rural areas. There is also the distinct nature and characteristics of the southern part of the District, which lies adjacent to the Southampton/Portsmouth conurbation, where people look to these larger urban areas for work and shopping needs rather than Winchester itself.

A matter revealed by the Economic and Employment Land Study is the identification of three quite different economies operating within the District on a sub-District scale. These local economies are focussed on Winchester Town, the substantial rural area and the market towns within it and the District's southern fringe. This study also revealed a strong local economy with effectively full employment and a high skill base with a relatively high proportion of knowledge based industries, but warned that there was little room for complacency, as in recent years, Winchester District had fallen in the Index of Local Competitiveness (a ranking system comparing districts nationally and within the South East on a number of economic related indicators).

The initial findings of this and other studies, together with feedback from our stakeholder and community events have led us to conclude that the way forward for the Core Strategy will be to look at the main areas of the District from a spatial perspective as this will allow us to fully explore the potential that the different parts of the District can offer in terms of growth, sustainable development and diversity. This approach will however need to ensure that the existing linkages and interactions between the different areas are maintained to guarantee that inclusiveness is not overtaken by the promotion of local distinctiveness within these spatial areas.

Accordingly it is proposed to sub-divide the District for the purpose of this Core Strategy into three distinct areas taking into account the following broad considerations:-

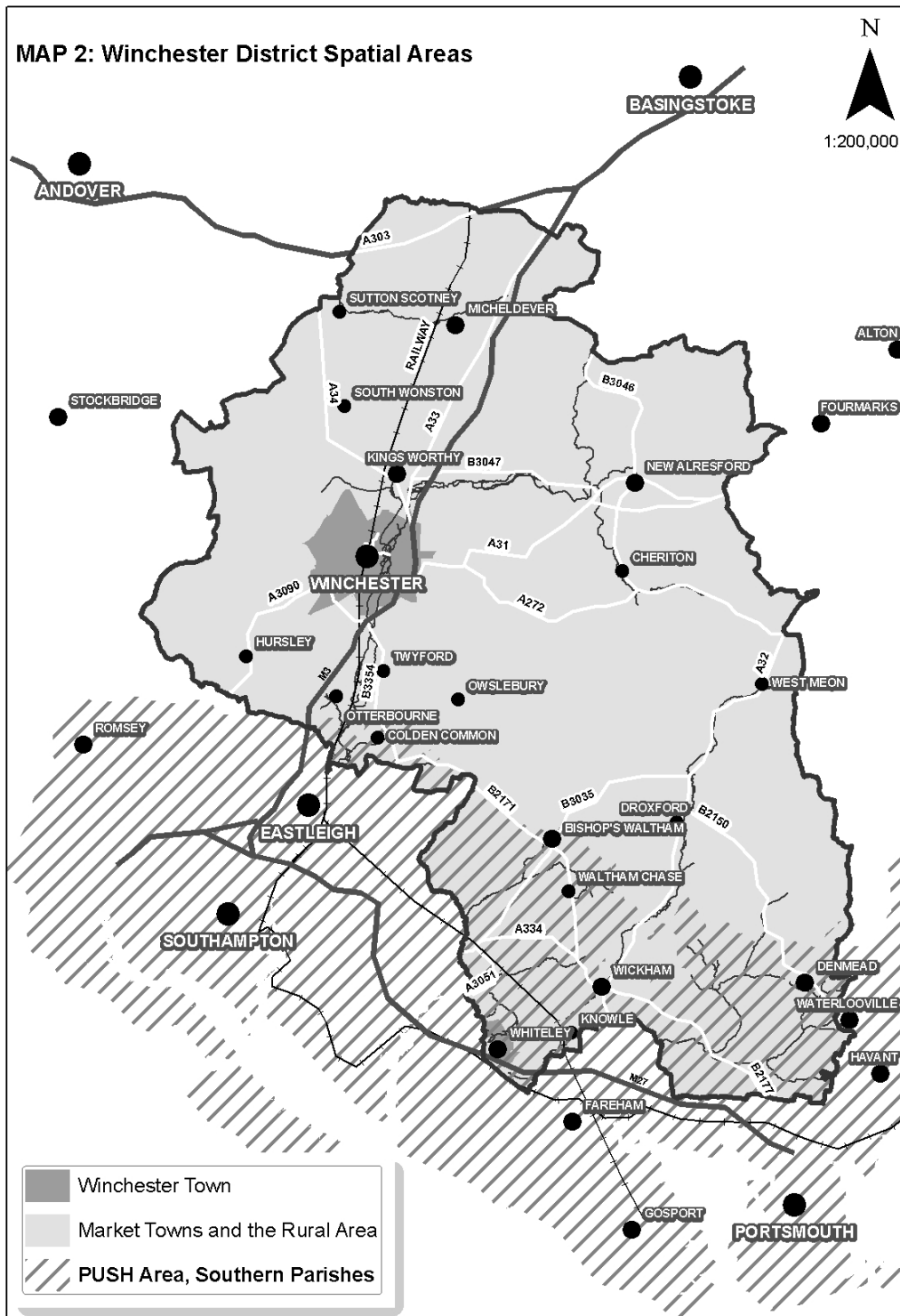
- Availability of local employment opportunities;
- public transport services to neighbouring settlements and further afield
- Range of services and facilities including shops, education and health provision
- Opportunities for growth/change and relationship with neighbouring settlements

This approach creates the following three 'spatial' areas of:-

- *Winchester Town*
- *The Market towns and the rural area*
- *The southern part of the District that lies within the Partnership for Urban South Hampshire (PUSH)*

these areas are illustrated on Map 2

Question to be inserted



Following on from this, it is necessary to explore in more detail the spatial development strategy for each of these areas and the potential options available, including alternative sites where these are of a strategic nature.

It is generally accepted that by ensuring that development occurs in larger settlements with a good range of services and facilities, we can reduce the amount of travelling people need to do to access everyday needs. Larger scale developments are also more likely to be delivered in a planned manner through the use of master plans and design guidance to ensure that improvements to physical and social infrastructure and services come forward in a timely fashion.

Notwithstanding this we must also recognise the need to exploit the brownfield potential of the District, but not at the cost of losing useful sites for employment and commercial purposes, and we must recognise the value of smaller developments to serve more local requirements.

Due to the scale of the District-wide housing requirement as set out in the above paragraphs, there is a dilemma that needs to be explored, primarily, the need to accommodate housing and employment growth whilst maintaining environmental integrity.

Whilst the following explores options for growth including potential strategic land allocations, these will need to be tested against a variety of criteria, during the preparation of the preferred options. The Strategic Flood Risk Assessment and the Sustainability Appraisal will be influential in determining the most sustainable way forward.

This paper explores a range of strategic options for core policies available in these spatial areas and across the District to deliver sustainable communities.

Winchester Town

Background and Context

The county town of Winchester is a hub for a range of services and facilities. It is well connected, having direct access to the strategic road network as well as main line rail services to London and the south coast. It has a strong local economy focussing on public sector and service based employment uses, but with increasing emphasis on the creative and knowledge based industries.

It has a range of housing stock and in recent years well designed, modern infill development has exploited the brownfield capacity of the urban area as a result of the strategy of previous plans to maintain Winchester within its physical boundaries. One of its key features is its heritage and attractive landscape setting which have directed its role and function in recent years, being voted in 2006 as the best place to live and runner up for the 'Great Town Award' of 2008 run by the Academy of Urbanism.

Early in 2007 Winchester Town Forum launched its vision for the town "Winchester – Towards our Future" this recognised that Winchester had welcomed and absorbed change, but that there was a need to continue its 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.

The Panel Report on the South East Plan acknowledged that Winchester may have a wider role to play towards achieving the spatial strategy for Hampshire, as it is designated a 'secondary town centre' and acts as an important historical, cultural, and administrative centre and visitor destination. Also, the District is the tenth most important in the region, in terms of concentrations of office employment, with a corresponding high jobs density. The Panel acknowledged the high commuting rates both into and out of the town, but commented that on average commuters travelled much further to access jobs in Winchester than to any other settlement in Hampshire. The Panel considered that, balancing all these factors, there was a case for a higher level of housing provision for the part of Winchester District outside PUSH and specifically identified Winchester Town as able to accommodate such growth :-

"26.30 Balancing all of these factors, the economic case for a higher level of provision for rest of Winchester is convincing, together with the contribution it could make to meeting regional needs given the good rail accessibility that Winchester city offers. In terms of impact on the South Hampshire strategy, we note that the inter-connections between Winchester and the urban areas of South Hampshire are already strong. Overall we consider that an increase in housing provision in Winchester, particularly if any greenfield release were on the northern side of the city, is unlikely to divert from the focus on urban regeneration in the core of the South Hampshire sub-region. Therefore we recommend that the provision figure should be increased by 1,800...."

Issues and Strategic Options:-

Winchester Town currently has a population of about 42,000, living within some 16,000 dwellings. During the last six years some 1200 new homes have been built within the urban area of Winchester town, an increase of 7 % of the total stock

Of the 12,240 total housing requirement referred to above, there is a need to find some 5500 dwellings within that part of the District that excludes the PUSH area.

The Panel report states “*Overall we consider that an increase in housing provision in Winchester, particularly if any greenfield release were on the northern side of the city, is unlikely to divert from the focus on urban regeneration in the core of the South Hampshire sub-region. Therefore we recommend that the provision figure should be increased by 1,800....*”.

Land at Barton Farm, to the north of Winchester, is already reserved in the adopted Local Plan (under Policy MDA 2- Winchester City (North)) for a major development area (MDA) of approximately 2000 dwellings and associated physical and social infrastructure. In addition, there are also two smaller sites in Winchester Town reserved for future housing requirements, which could accommodate about 300 dwellings. Given the recommendations of the South East Plan Panel and the fact that Winchester is the largest and most sustainable settlement within the District, all the spatial options for Winchester Town provide for existing reserve sites to be developed.

When considering the location of the MDA through the Local Plan process, other potential sites were also considered including land at MOD establishments to the north of Winchester. The MOD has recently indicated that neither Sir John Moore Barracks nor Worthy Down will be available for alternative development within the medium term, even if they were suitable locations for major development.

Further evidence on the wider role of Winchester is set out in the Retail and Town Centre Uses Study (Nathaniel Lichfield and Partners) and the Economic and Employment Land Study (SQW). Both reports highlight the strengths of the town in terms of its attractiveness to retailers and businesses and the potential that the town has to offer in the future for growth in both these sectors.

The retail study, which includes an examination of potential leisure needs, acknowledges that the currently planned retail developments will absorb the majority of expenditure growth up to 2011, but after this period there will be expenditure available which could support the development of substantial further food and non-food retail floorspace. If provision is not made for such growth this expenditure would be diverted to other centres and Winchester's attractiveness to retailers and shoppers, and its place in the retail hierarchy, would start to decline.

Similarly, the economic study uses labour force projections and changes to industrial structures to assess potential growth in the economy. At a District-wide level it reveals that the position of the Winchester economy, whilst strong, is slipping down the 'Index of Local Competitiveness' as referred to previously compared to other neighbouring areas. Bearing in mind Winchester Town is the focus for the District-wide economy this message must not be underestimated. This study concludes that there is scope for Winchester's economy to play a stronger role in the local and sub-regional economies and complement the developing strengths of the PUSH corridor. This would represent a change in direction from current policies, which are quite restrictive of employment growth, and enable Winchester to build on its existing and growing strengths in higher

education, creative and media industries, financial and professional services and other knowledge-based activities.

A shift in direction would require additional sites to be identified for these purposes. The 'sequential approach' favours a town centre location, which would mean displacing other uses (e.g. car parking) and/or greater building heights than currently found in the town centre. An alternative option is for a greenfield 'business park/knowledge park' development in conjunction with existing higher education establishments, to be developed.

However, Winchester District already has one of the highest mismatches between jobs and housing in the South East, mainly as a result of commuting patterns in Winchester Town. Jobs in Winchester attract almost 18 000 commuters a day into the town, whilst about 8 600 of the Twn's residents commute out to work. The largest sources of people commuting into Winchester are Eastleigh and Southampton, with the largest destinations for out-commuters being London, Southampton and Basingstoke. The net commuting flows (almost 10 000 a day) disguise a gross level of commuting movements of over 26 000 (larger than the total Winchester Town workforce of 20 000). Further economic development may help to tackle out-commuting levels but tackling the level of in-commuting would require one or a mixture of the following measures: increase the resident workforce (through housing development), change the nature of the jobs Winchester provides (more higher paid jobs and less lower paid, particularly public sector), or continue to control employment growth.

The retail and economic growth potential, the commuting situation and the recommendation by the South East Plan Panel to increase the housing provision in Winchester, suggest an option which includes major housing provision. At present there is a mismatch between the number of people living and working in the town. To attempt to correct this would require a substantial increase in the resident workforce, without any provision for additional employment. The scale of housing that would be needed to achieve a balance could be about 14000 additional dwellings, which is neither achievable nor desirable in the LDF period. A more realistic emphasis might be to start to 'turn the corner' by aiming for a significant increase in the resident workforce over the Plan period. This will require major development (of a larger scale than the existing reserve sites) for housing and employment, on sites beyond the existing urban edge.

This option would, therefore, involve a 'step change' in growth through planned sustainable development to raise the economic profile of the town and address a number of issues around commuting, affordable housing, transport and infrastructure provision, whilst balancing the need to ensure Winchester Town remains an attractive place to live, work and do business. The economic study summarises the distinctive economic characteristics of Winchester Town as being :-

- Potential of its creative and cultural industries, linked to its universities
- Opportunities to support growth in advanced manufacturing
- Importance of the visitor economy and linked to this the evening economy
- Increasing incidence of professional and business services
- Continuing role of the Town with regard to public services

Such a step change in growth would allow these characteristics to be enhanced and actively promoted to support the role of Winchester Town as the central hub of the District and re-emphasise its importance as a county town, and the most sustainable settlement in a predominantly rural District where about 40% of the District is within the East Hants Area of Outstanding Natural Beauty/proposed South Downs National Park.

An alternative option is to continue to plan for Winchester to stay within its currently-planned boundaries. This will include those sites reserved for the longer term as identified in the existing adopted local plan, on the basis that they now need to be released to deliver the challenging housing targets placed on this part of the Winchester District through the South East Plan. There would also continue to be an emphasis on achieving development within the existing built-up area through development and redevelopment of previously-developed land, including some suburban sites. Even so, because of the limited capacity within Winchester itself, there would be more reliance on other settlements to help achieve the levels of development required and possibly to develop more specialist roles in providing services or employment. This strategy recognises that there are major constraints to development for Winchester Town, particularly to the east (AONB/Proposed National Park) and south (the Itchen, which is a Special Area of Conservation – SAC, and a floodplain).

All housing developments would need to play their part, in delivering affordable housing, either by providing affordable housing on-site (for which there is a strong preference in national guidance and existing local policy), or making a contribution of land or finance. Such contributions would be used to acquire land for affordable housing, ideally within the Town, but potentially in other settlements nearby.

The commuting situation and limited housing capacity would require an approach that seeks to use economic development opportunities to meet local needs and address commuting issues. This would give priority to development for ‘smart growth’ i.e growth which can be accommodated by a relatively limited increase in employment floorspace as a result of higher development densities.

What is obvious from this analysis is that there is not a ‘no change’ option. If the Town does not start to tackle some of these massive issues it will potentially decline further in its economic status. This would not only contradict the spirit of the South East Plan that recognises the positive role the Town has to play in supporting the sub-regional strategy, but could also affect its attractiveness as a place to live, work and do business.

The following table therefore examines the key features of the two options identified for Winchester Town :-

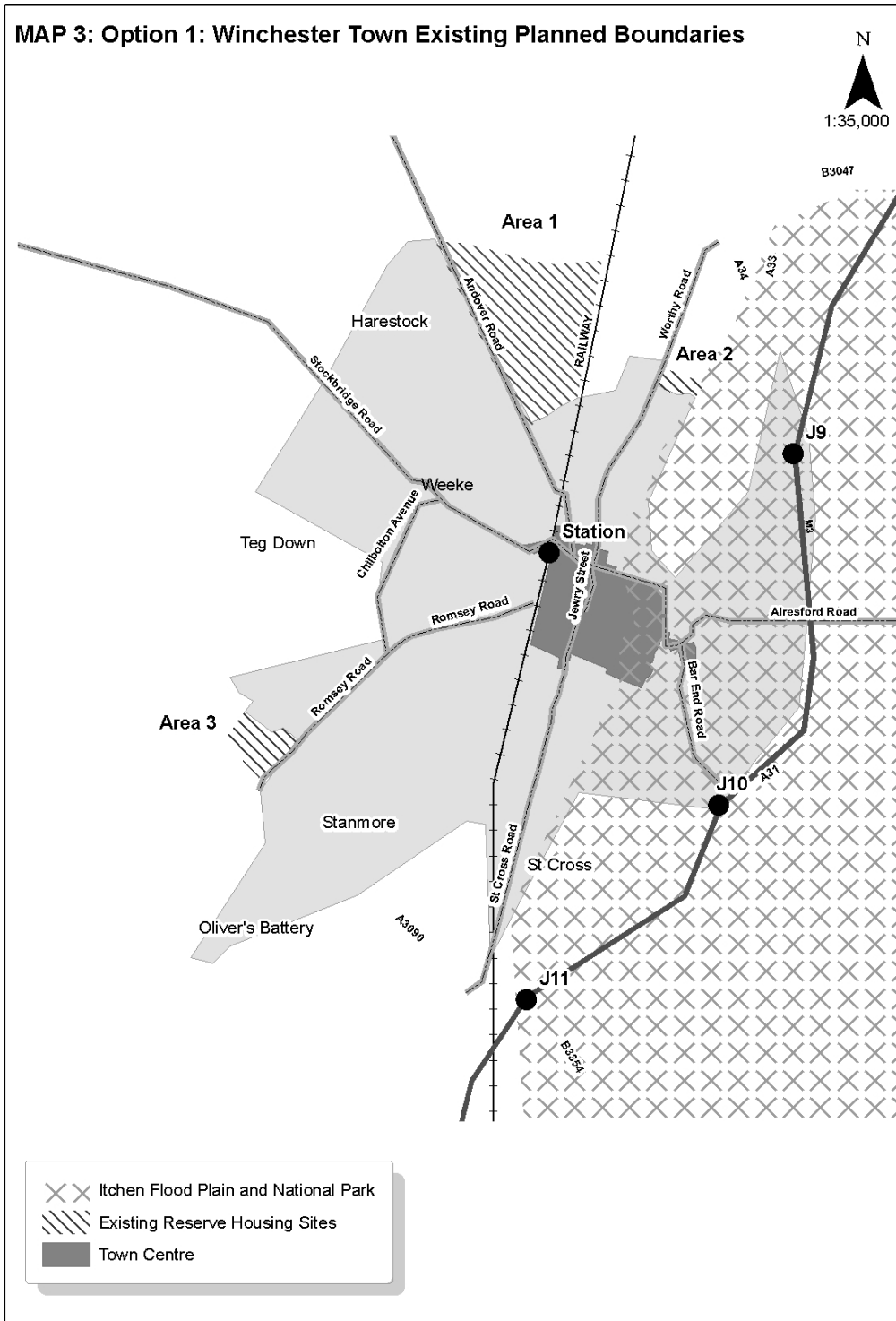
OPTION 1	OPTION 2
Planned boundaries option	Step change option
<p><i>to remain within its current planned limits - this includes existing sites with planning permission for development and sites reserved for future use through the adopted Local Plan.</i></p> <p>Map 3</p>	<p><i>to raise the profile of the town through a step change in growth – to include large scale new development incorporating land to the north of the town as suggested by the South East Plan Panel, and other sites as appropriate.</i></p> <p>Map 4</p>
<ul style="list-style-type: none"> the development and growth opportunities would be limited and require other larger settlements nearby to meet some development requirements, enabling these settlements to develop into more sustainable centres or as specialist 	<ul style="list-style-type: none"> Winchester would reinforce its position as the main and most sustainable settlement within the District, being the focus for development requirements in the non-PUSH part of the District;

<p>locations;</p>	
<ul style="list-style-type: none"> Winchester would aim to conserve its special character and to limit expansion to within its currently-planned boundaries (i.e to include land allocated or reserved under the existing adopted Local Plan policy) , including the major development area at Barton Farm and the local reserve sites at Pitt Manor and land at Worthy Road/Francis Gardens. 	<ul style="list-style-type: none"> major housing provision to increase the resident workforce to exceed the number of new jobs created. This would include the land reserved at Barton Farm and potentially either more land in this location or other large development sites to the west, south west or south of the Town.
<ul style="list-style-type: none"> The limited development capacity and potential for new sites to come forward would require all new housing developments to make an affordable housing contribution whether this be on-site or through financial contributions; The percentage of affordable housing to be delivered on-site would require 40% as a minimum with a tenure split to be 25% social rented and 15% intermediate With less opportunities available for delivering affordable housing – affordable housing contributions would also need to be sought from non-housing developments 	<ul style="list-style-type: none"> an emphasis on large greenfield urban extensions, maximising affordable housing provision to be at least 40% on-site provision (25 % social rented and 15% intermediate) to ensure that other residential sites also made a contribution to the affordable housing requirement the site threshold for on-site provision would be reduced to 5 units and the 40% requirement applied as set out above.
<ul style="list-style-type: none"> the capacity of the urban area to accommodate growth would require all opportunities for development to maximise the amount of housing delivered. The density target would be a minimum of 40 dwellings per hectare, to avoid the release of additional greenfield sites; the limited amount of sites will require development to maximise the use of brownfield land including the use of car parks and buildings no longer required for commercial purposes where this does not conflict with the aim of providing sites for employment purposes. 	<ul style="list-style-type: none"> Larger developments are less constrained and will be able to design and deliver densities of over 40 dwellings per hectare, with 40 dph is a minimum This will allow for a corresponding emphasis on retaining the character of the existing built-up area although the national minimum target of 30 dwellings per hectare still applies.
<ul style="list-style-type: none"> due to a reliance on relatively small sites coming forward for development there will be less opportunities for on – site renewable energy schemes and 	<ul style="list-style-type: none"> large scale planned development to maximise the use of best practice in sustainable design and construction to ensure these developments fully utilise

<p>other 'green' initiatives and a reliance on financial contributions to initiate renewable energy schemes through other mechanisms.</p>	<p>the technologies for on-site renewable energy and other green initiatives and become exemplar sites in the District ,</p>
<ul style="list-style-type: none"> • retail and leisure uses would be accommodated in the town centre and, if there is inadequate capacity, development would need to be allocated on sites outside the town centre e.g local centres or on industrial sites in Winchester or in larger nearby settlements; 	<ul style="list-style-type: none"> • provision for new retail and leisure uses, if possible in the town centre or otherwise within the planned urban extensions;
<ul style="list-style-type: none"> • provision for economic growth would be managed and aimed at meeting the needs of local businesses and promoting 'smart growth' so as not to exacerbate commuting or housing pressures; • promotion of the evening economy to enable businesses and cultural activities to be more widely available for a longer period; • commuting levels may remain high, with the lack of new homes for the existing workforce 	<ul style="list-style-type: none"> • provision for economic growth through more intensive development within the town centre or a business/knowledge park on a greenfield site; • measures to re-focus the town's employment structure away from lower paid sectors (such as local government, health, administration) towards higher paid jobs in sectors such as the creative and knowledge-based industries; • promotion of the evening economy to enable businesses and cultural activities to be more widely available for a longer period and to support the increase in creative and knowledge based businesses. • This level of development may start to address the commuting issues within the town, if the jobs are of the right type and the resident workforce is increased.
<ul style="list-style-type: none"> • sustainable transport policies, and use of public transport would be promoted and, as opportunities arose, park and ride would be expanded, some car parks would be redeveloped, and sustainable transport solutions would be encouraged; • limited potential to encourage road space in the city centre to be given up to wider footpaths and cycle lanes, as alternative forms of transport may not be so readily available • promotion of car free developments close to the city centre where good public transport accessibility exists. 	<ul style="list-style-type: none"> • provision of park and ride in conjunction with development on most remaining radial roads, closure of some town centre car parks and reorientation of provision towards short-stay, with developer contributions providing for sustainable transport solutions and a largely traffic-free town centre; • promotion of car free developments close to the city centre where good public transport accessibility exists. • Opportunity to relinquish road space to create a shared surface where all users have equal access.

<ul style="list-style-type: none">• Sports, recreational and cultural facilities will need to be provided in line with new development but opportunities for wider provision will be limited by the size of sites coming forward and there will be an emphasis on retaining and implementing existing open space allocations	<ul style="list-style-type: none">• large urban extensions will be able to be planned with open space both formal and informal provision, including sports and cultural facilities to the benefit of the new and existing communities. Wider benefits may also be delivered through the creation of a new country park
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Question to be inserted



Potential Broad Strategic Allocations for Winchester Town

Notwithstanding the merits of either a step change in growth for Winchester or containment within its currently-planned boundaries, there is a requirement for the non-PUSH part of Winchester District to deliver a large amount of residential growth in the period 2006 – 2026. This is specified in the South East Plan, which may yet change prior to or after adoption, so it is necessary to explore the options available to deliver both homes and jobs.

Under the 'planned boundaries' option it will be necessary for the Major Development Area at Barton Farm to the north of the Town to be bought forward for development, together with the two local reserve sites at Pitt Manor and land at Worthy Road/Francis Gardens. There are no further strategic options for development within the planned boundaries option, which means that sites in other settlements will need to be identified and allocated to ensure that the housing and development targets set can be achieved.

Under the 'step change' option, a series of potential strategic allocations are identified, in addition to the release of the major development area at Barton Farm, which also has potential to be expanded to deliver a greater level of development in a sustainable location. These are illustrated on Map 4.

Potential options for greenfield development around Winchester ('step change' option):

- Area 1 (North of Winchester (beyond the existing boundary of the MDA))
- Area 2 (West of Winchester)
- Area 3 (South-west of Winchester)
- Area 4 (South of Winchester)

Note: land within or to the east of the Itchen floodplain is not considered capable of accommodating major development due to flooding issues and inclusion in the proposed South Downs National Park, although there may be small areas that are less constrained.

Question to be inserted

MAP 4: Option 2: Winchester Town 'Step Change'.

N
1:35,000



- Proposed Strategic Allocation Area 1
- Itchen Flood Plain and National Park
- Proposed Strategic Allocation Area 2
- Town Centre
- Proposed Strategic Allocation Area 3
- Proposed Strategic Allocation Area 4

Market Towns and the Rural Area

Background and Context

There are over fifty settlements within the Winchester District varying from self-sufficient market towns of several thousand population, to small hamlets of a few dwellings originally serving the agricultural industry. A large part of the rural area lies with the proposed South Downs National Park and the attractiveness of the countryside has been influential on how places have evolved and now function.

These towns and villages play a vital role in providing local services and facilities which can range from fully fledged town centres with a good range of shops and other uses, to the presence of individual shops and a key facility such as a school. The more provision there is, the less reliance there is likely to be on other places, this has a positive impact on transport emissions within the District and helps ensure communities are more sustainable.

However, it is unlikely that the housing requirements for Winchester District as expressed in the South East Plan will be fully met within the suggested options above available within and around Winchester. It will therefore be necessary to explore the potential development opportunities available within the rural part of the District, including within and around the market towns and larger settlements. A further consideration is that, whilst this section refers to the market towns, a number of these actually lie within the PUSH part of the District and will obviously be influenced by the agenda for growth in the sub-region. This section therefore looks at all the market towns in addition to the smaller settlements and rural area of the District. Those that lie within PUSH will also be considered later in this paper as to how they can play a more active role in supporting the PUSH strategy.

Based on their existing range of retail facilities and services the following five settlements have been recognised as market towns within the adopted Local Plan :-

- Alresford
- Bishops Waltham
- Wickham
- Denmead
- Whiteley

Whilst these vary in terms of their population size, there are also significant variations in terms of their retail offer, provision of premises for other employment opportunities, educational and health services and the like. In particular the retail study undertaken by Nathaniel Litchfield and Partners highlights the limited range of shops and services provided at Denmead, only a dozen or so, with a number of long term vacant units, compared to the others, which all have in excess of 30 units and few, if any, vacant units. In comparison Whiteley has a very different character being a relatively new settlement, and its town centre consisting of a privately owned and run retail outlet shopping centre plus a supermarket.

Advice in PPS7 (2004) refers to the role and function of local service centres which it advocates can be a country town, a single large village or a group of villages. The Council has undertaken a Rural Facilities Audit (see www.winchester.gov.uk) to identify the range of services that exist in the rural parts of the District, whether it be a primary school, doctors surgery, post office, shop or public house. In addition to these facilities,

public transport services have also been included as, due to the rural nature of the District, the availability of public transport is key to the role and function of the District's settlements. The South East Plan also examines the role of small market towns and suggests that proposals should be encouraged that help strengthen their viability, through supporting their role as local hubs for employment, retailing and community facilities and services. The South East Plan also suggests that villages with less than 3000 population should include positive plans for sufficient affordable housing, business and service development to meet defined local needs. The City Council encourages the concept of community planning through the preparation of town and parish plans and these will be influential in determining what the local needs are in these areas.

However, when looking wider than purely the level of retail services there are other settlements within the District that serve a wider area for a range of functions, some of which have populations in excess of 3000, which in the adopted Local Plan are categorised as larger settlements, and in the South East Plan as small rural market towns.

Therefore by taking into account population, retail representation, opportunities for business and commerce including industrial growth, plus provision of health care and educational facilities, public transport services, the following settlements may also be well placed to deliver local services and act as 'hubs' for their rural catchment:-

- Colden Common
- Kings Worthy
- Waltham Chase
- Swanmore

The benefits of choosing these larger settlements is that they not only offer local services to people living within their limits but they also serve a much wider rural catchment, and can offer more opportunities in terms of growth and diversity. They may also play an active role in reducing the need to travel by sustaining local facilities, through planned growth.

From our Live for the Future community events it was evident that over 65% of people attending used local facilities for their everyday needs, including 'top-up' shopping. These communities also acknowledged a number of key issues :-

- The need for more affordable housing to retain families and young people within the various communities and settlements;
- The need for local job opportunities, maybe through the creation of small business units to enable people to live and work locally;
- For public transport services to be improved and for walking and cycling routes to be safe and to link together;

Proposed Settlement Hierarchy

The preparation of the Core Strategy presents an ideal circumstance to review the functions and potential opportunities available in these larger villages that already have a certain level of service provision, including regular public transport services. Such a locational strategy is key to the future of the whole District in attempting to address the issues around climate change, a major influence being the need to reduce travel by private car and consequent transport emissions. If a strategy can evolve that emphasises the need to build upon the existing facilities and encourage these to be used more, then communities will become more sustainable.

Accordingly, the Council is suggesting a hierarchy to be followed through the LDF which will contribute to addressing the development needs at a local level hence ensuring settlements remain sustainable, whilst making a valuable contribution to the overall targets required to be delivered across the District.

It is proposed that the concept of ‘hubs’ is used to categorise settlements. This complements the City Council’s approach to partnership working as it recognises the importance on focussing on these larger centres which people will look to for their social life, leisure, education, some retail and a range of services including employment opportunities. These form community hubs which then serve a cluster of surrounding smaller settlements and communities. Accordingly two levels of hubs are proposed and illustrated on Map 5 :-

‘Key’ Hubs =

Accessible service centres, where the presence of a range of services and facilities can: support a concentration of economic and social activity and opportunities for significant further change; act as a focus for a surrounding cluster of lower-order settlements and; reduce the need to travel by car.

‘Local’ Hubs =

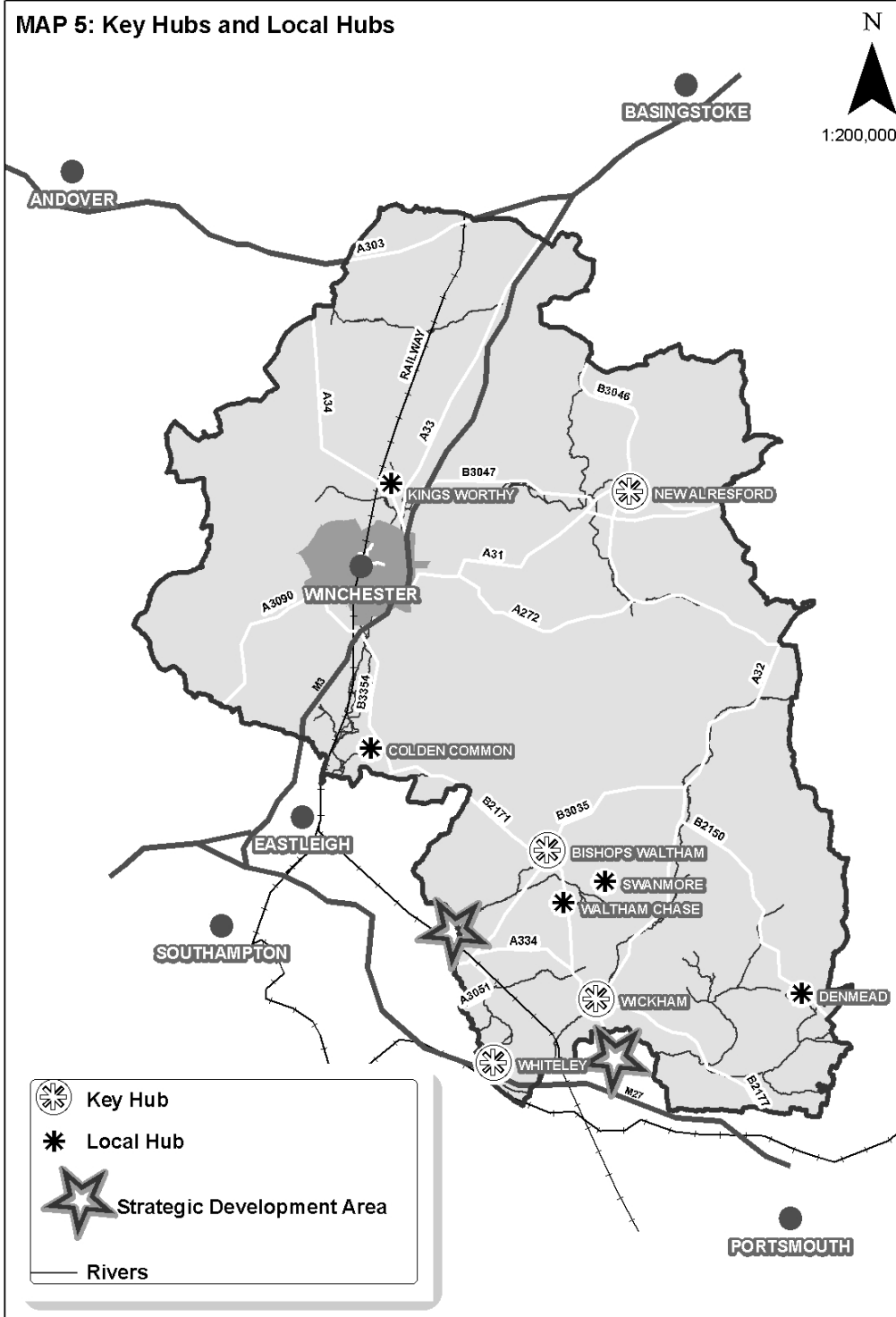
Settlements with a lower level of service provision than the key hubs, which may have the capacity to accommodate change and provide access to improved local services within the surrounding area and, thereby, contribute to the aim of reducing dependence on travel by car

Key hubs	Local hubs
Alresford Bishops Waltham Wickham Whiteley	Denmead Colden Common Kings Worthy Waltham Chase Swanmore
Key facilities : <ul style="list-style-type: none"> • Good choice of shops offering a wide range of goods and services – generally over 30 retail and service units • Primary school provision and sometimes secondary provision • Local health facilities – GP, dentist, 	Key facilities : <ul style="list-style-type: none"> • More limited choice of shops and range of services – less than 30 units in total • Primary school • GP provision, not all have a dentist service • small employment site(s) offering

<p>access to pharmacies</p> <ul style="list-style-type: none"> • Range of retail, office, commercial and industrial employment opportunities within and immediately surrounding the towns • Various community and cultural facilities ranging from community halls, restaurants/pubs, sports facilities for general and club use, churches, libraries, tourist attractions. • Good public transport service (normally at least 2 services per hour) 	<p>traditional industrial and office employment opportunities</p> <ul style="list-style-type: none"> • good range of community and cultural facilities but offering less choice than key hubs • public transport service exists but less frequently (normally at least 1 service per hour)
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Question to be inserted

MAP 5: Key Hubs and Local Hubs



Strategic Options for Change

a) Key Hubs

Opportunities within these key hubs need to be explored in conjunction with an understanding of the needs and aspirations of the local communities. A Market Town Health Check or Parish Plan is underway in all of these, the findings of which will be critical to the options available and matters being promoted in this paper.

Locationally these key hubs fall within the two distinct parts of the District when considered against the South East Plan - Bishops Waltham, Whiteley and Wickham fall within the PUSH boundary, which leaves Alresford in the rest of Winchester District.

This section explores the potential of the key hubs to develop to serve their existing and surrounding communities. For those that are within PUSH options for them to aspire to be part of the growth agenda to support the sub-regional strategy are examined under the spatial strategy for that part of the District that lies within PUSH.

Depending on the strategy chosen for Winchester Town there may be a need for some of these hubs to take a more positive role in delivering our development targets.

Alresford has a much greater functional relationship with Winchester Town, it is a traditional thriving market town with an already sustainable community. There are however a number of issues facing the town, including, the lack of affordable housing with younger people moving away due to the lack of job opportunities and affordable housing, plus a perceived lack of car parking in the centre.

Both Bishops Waltham and Wickham offer a good range of facilities including a reasonable public transport service. Both have attractive central areas which are designated as conservation areas, but lack a wider range of non-food shops and leisure/entertainment facilities. Our Live for the Future events also revealed a desire for more small business units to promote local employment opportunities particularly for those who run their own businesses but currently travel out of the area to do so, in addition to the need for more affordable housing.

The remaining key hub is Whiteley – this has been developed more recently than the others and consequently has a very different feel and structure. Its centre is limited to a food supermarket and specialist retail ‘outlet’ centre, together with a sports and community centre. There is ample office type employment space provided at the developments in Solent Business Parks, although these serve a much wider area.

Within the market towns and the rural area, the economic study examined the self-containment of the larger market towns (as defined in the Local Plan), which revealed that Alresford is the most self contained and Whiteley the least. (See Spatial Portrait). This supports the issues covered by the spatial strategy proposed through this paper, particularly in response to the need to allow for growth and change to provide more homes for local people and corresponding commercial/business premises.

It is important to ensure that these key hubs remain vibrant and attractive for their existing communities, and surrounding rural areas and to promote change in a positive light to encourage sustainable development in a planned proactive manner. The following options are therefore identified highlighting the key benefits of each :-

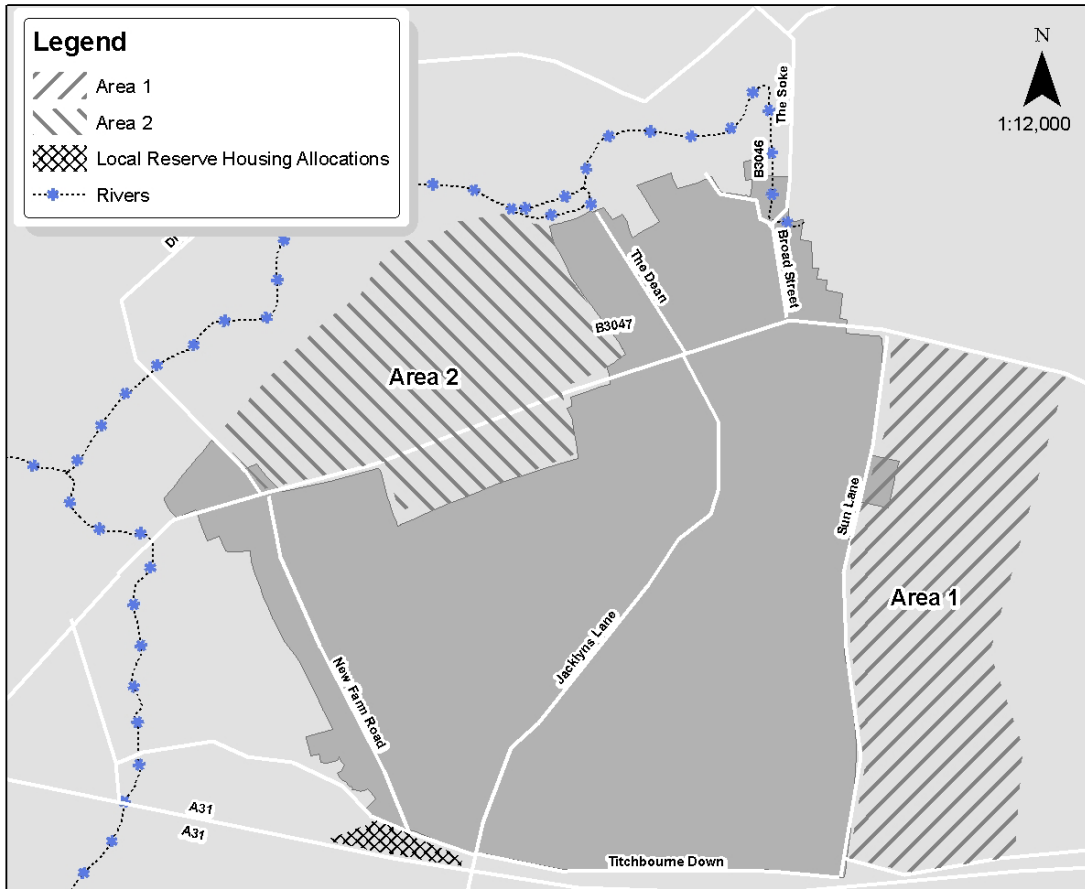
Option1 : Current planned boundaries	Option 2 : Consolidation of Key hub role	Options 3 : Step Change to become a larger or
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		more specialised service centre
<i>Maintain existing boundary (including release of site reserved for housing purposes under Policy H2 of the adopted Local Plan - Spring Gardens Alresford)</i>	<i>Allow for some growth to ensure that the role and function of the hub is maintained and offer opportunities to become more sustainable</i>	<p><i>Key hubs would be able to develop beyond their existing boundaries in a sustainable and planned manner to create a new specialist/niche role for themselves by being a local focus for economic and commercial activity.</i></p> <p><i>See Maps 6 – 9 for an indication of options to achieve this level of change.</i></p>
<ul style="list-style-type: none"> to remain within current planned limits - this includes existing sites with planning permission for development and sites reserved for future use through the adopted Local Plan reliance on the re-use of brownfield sites affordable housing to be delivered at 50% on all sites either through on-site provision or financial contributions all opportunities for development to maximise the amount of housing delivered with densities at a minimum of 40 dwellings per hectare, due to the size of sites there will be limited opportunities to maximise the use of sustainable construction techniques and provision of on-site renewable energy 	<ul style="list-style-type: none"> To examine the boundaries of the settlement to identify land for up to 150 dwellings in each hub in addition to local reserve site provision of social and physical infrastructure to meet development needs and benefit the wider community creation of park and walk sites to improve parking provision and support the town centres a greater range and mix of both market and affordable housing to serve local needs; affordable housing would need to be achieved through 50% on site provision on sites greater than five units housing densities would be a minimum of 40 dwellings per hectare greater support to 	<ul style="list-style-type: none"> Identify land for at least 300 dwellings in each hub in addition to local reserve site maximise tourism potential as 'places to visit' and where appropriate 'gateways to the national park.' Opportunities to promote the evening economy would be greater building on economic growth 40%- 50% of new housing to be affordable Provision of new premises for employment purposes to serve both the existing and new population in sustainable locations to reduce the need to travel Larger developments have the benefit of being able to be designed to deliver densities over 40 dwellings per hectare, but 40 dph would be the minimum

<ul style="list-style-type: none"> • all commercial premises are retained or redeveloped for businesses uses to ensure the stock of employment land is not reduced • limited development opportunities will limit the amount of social and physical infrastructure needed and likely to be achieved and may put pressure on existing facilities and resources. • retain and improve where possible existing greenspace and other community, cultural/leisure/sport facilities. 	<p>local shopping facilities with more people living and working in the area, and opportunities for an improved evening economy to be created and sustained</p> <ul style="list-style-type: none"> • developments would be required to maximise the use of sustainable construction techniques and on-site renewable energy • retain and improve where possible existing greenspace and other community, cultural/leisure/sport facilities, and means of access without having to rely on car use; • commercial premises are retained or redeveloped for businesses uses, plus the limited provision • Improvements to the existing services and facilities would allow neighbouring settlements to access these rather than having to travel further afield. 	<ul style="list-style-type: none"> • New development could provide greater opportunities for improved public transport services • Inclusion of sustainable construction techniques and design mechanisms to ensure new development maximises its renewable energy potential and minimises its carbon emissions • Improvements to existing services and facilities would allow neighbouring settlements to become more reliant on these rather than having to travel further afield for goods and services.
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Question to be inserted

Map 6: New Alresford Strategic Options.



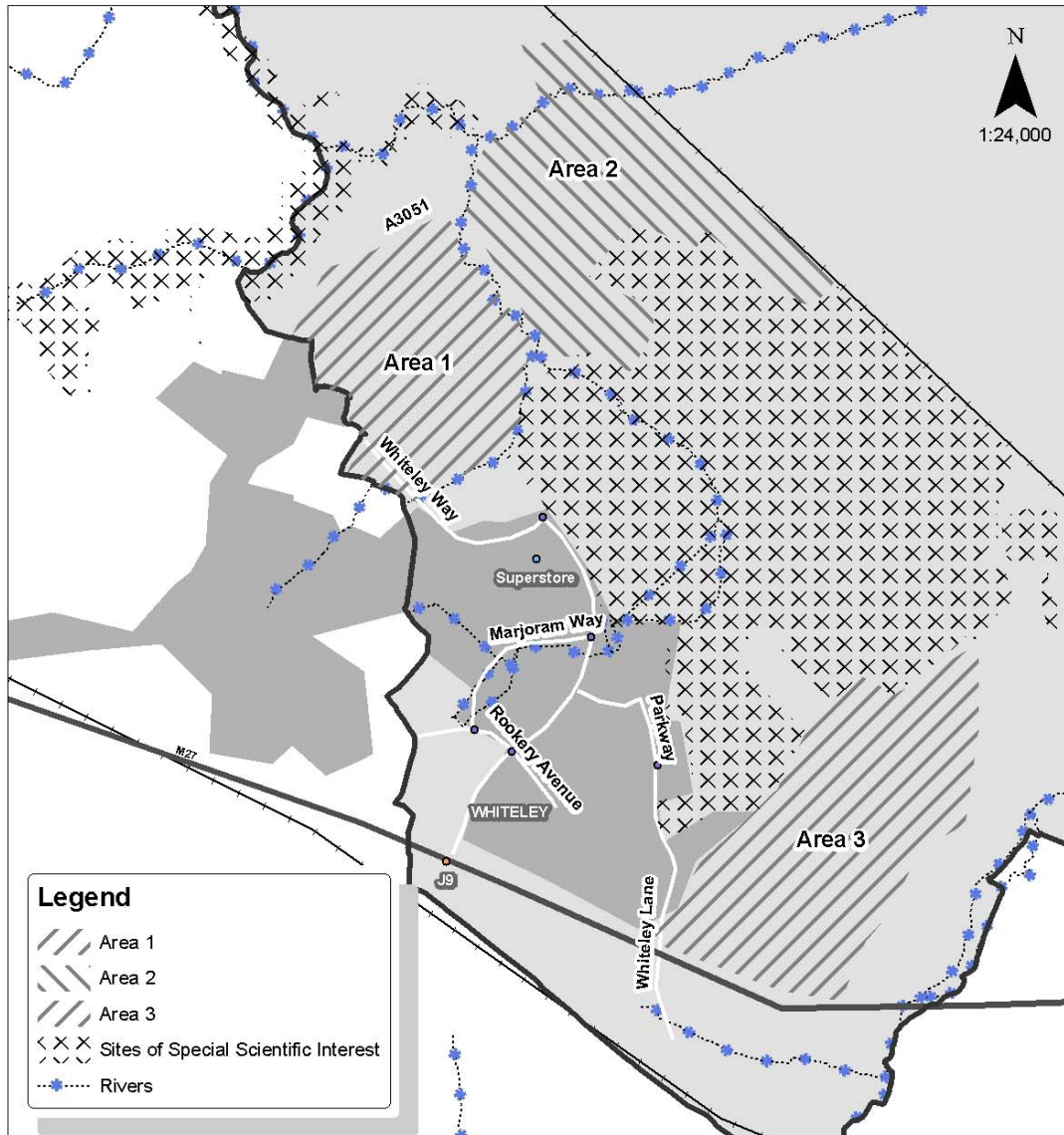
Map 7: Bishops Waltham Strategic Options.



Map 8: Wickham Strategic Options.



Map 9: Whiteley Strategic Options.



b) Local hubs

Whilst being generally smaller than the key hubs these have a range of local facilities and may serve a wider rural catchment. Development could offer a number of benefits as explored in the options below :-

Option1 : Current planned boundaries	Option 2 : Consolidation of Local hub role	Option 3 : Step Change to become a Key hub
<i>Limit development to within the existing defined boundary which has planning permission + redevelopment and infilling</i>	<i>Allow limited growth to support the retention of local services and facilities including release of local reserve site</i>	<i>Promotion of sustainable development to enable the local hub to grow with a corresponding level of facilities and services to become a Key hub</i>
<ul style="list-style-type: none"> • to remain within current planned limits - this includes existing sites with planning permission for development • 50% affordable housing to be delivered on all sites either through on site provision or financial contributions • higher density development (minimum 30 - 40 dwellings per hectare) to maximise the use of limited space • lack of opportunities to promote the use of sustainable construction techniques and the use of on-site renewable energy 	<ul style="list-style-type: none"> • identify land for up to 100 dwellings in each hub (including the release of the Local Plan reserve site at Denmead or an alternative) • retention of buildings for employment uses with opportunities to redevelop to serve the local employment market • 50% affordable housing to be delivered on sites over 5 units • retention of existing services and facilities including open space and recreational facilities, and opportunities for their improvement • Greenfield sites to be developed at 40 dwellings per hectare, maximising the use of sustainable construction techniques and the provision of on-site renewable energy 	<ul style="list-style-type: none"> • Identify land for up to 200 dwellings in each hub (including the release of Local Plan reserve site at Denmead or an alternative) • 50% affordable housing to be delivered on sites over 5 units • Greenfield sites to be developed at 40 dwellings per hectare, maximising the use of sustainable construction techniques and the provision of on-site renewable energy • promotion of the local employment opportunities, including the provision of new units for employment purposes – identify any specialist local skills/niche markets to ensure balanced communities and opportunities to work closer to home to avoid the need to travel • greater provision of

		<p>walking and cycling routes to encourage local non-car trips</p> <ul style="list-style-type: none"> • greater potential to ensure public transport is a viable alternative • provision of new social and physical infrastructure to correspond to the growing population
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Question to be inserted

The Rural Area

Outside of these towns there are many smaller villages some of which have a limited range of local services usually in the form of a village shop/post office, school, pub, church and general community and open recreational facilities. These usually have little or no local employment provision within them although in some parts of the District there is an increasing amount of home working. Local employment provision is often more dispersed through a range of land based occupations, although there is an increasing variety of employment opportunities offered through developments which re-use redundant rural buildings. Public transport access in these areas is relatively poor with service of usually less than one per hour, which is not considered to be of a sufficient level to encourage use over other modes.

One of the greatest assets of our District, is the quality of the natural environment and countryside, which surrounds our rural settlements and the opportunities it offers on terms of informal recreation and leisure and tourism potential. Indeed many of the smaller villages benefit from visitors using local shops and pubs, particularly at weekends.

The economic study revealed the potential for our traditional rural industries such as farming to expand and diversify as the economic projections illustrated this sector of the economy is relatively strong. This growth could provide an opportunity for produce to be grown and sold locally therefore avoiding excessive food miles. This could be developed in conjunction with the strong visitor economy that also exists in the rural area. There is also specialist training offered within the District at Sparsholt College.

There is a relatively high incidence of homeworking within the rural parts of the District. This has some positive implications for sustaining our rural communities and some of the activities that exist within them e.g small shops, on the basis that homeworkers are by definition at home during the day so that some of our settlements are less likely to become purely dormitory villages.

Through the adopted Local Plan infilling or redevelopment is accepted in villages that either have a defined settlement boundary or have a certain level of facilities. There is a growing concern about the critical affordable housing issue within the more rural parts of the District and the overall lack of employment opportunities in these more remote locations. At this level the viability of certain services are more susceptible to

change, yet they are more important due to the greater distance between these and the alternatives provided elsewhere.

An existing means of delivering small scale affordable housing schemes within the rural parts of the District, where there is a proven genuine local need to meet the needs of a particular community has been through 'rural housing exception' sites. These have been permitted as an exception to Local Plan policies to meet the needs of local people unable to rent or buy property on the open market. The initiative for exception schemes typically comes from the community, with this gradually becoming more embedded in community plan development. Exception schemes can be controlled to provide for local housing needs but few schemes have come forward in recent years. The critical nature of this issue in the Winchester District warrants further consideration.

The options for this and other matters are more limited as the Core Strategy only deals with strategic issues and due to the inherent nature of the rural area. The following explores options for the main issues affecting the rural area. The left hand column reflects the existing approach set out in the Local Plan and the right hand column sets out a possible alternative way to address the issue :-

Settlement Hierarchy:	
Option 1	Option 2
Allow infilling or redevelopment within the settlements defined in the adopted Local Plan Policy H.3 = Southwick, Cheriton, Knowle, Sparsholt, Littleton, Sutton Scotney, Compton Down, Micheldever, Corhampton, Micheldever Station, Twyford, Droxford, Old Alresford, West Meon, Hambledon, Otterbourne, Hursley, South Wonston, Itchen Abbas, Southdown	Allow some small scale growth and change, including affordable housing and employment opportunities, within settlements which have two or more of the following facilities, to ensure these settlements remain sustainable: <ul style="list-style-type: none"> • Primary school • GP surgery • Convenience store and/or post office • Significant local employment provision • Minimum of an hourly public transport service
Affordable Housing :	
Option 1	Option 2
Retain the requirement to deliver 30% on sites which can accommodate 5 or more dwellings or exceeds 0.17 hectares	Increase the requirement to provide 50% affordable housing (35% social rented and 15% intermediate) on all sites, either through on-site provision or financial contributions
Rural exception sites :	
Option 1	Option 2
Retain existing approach to allowing rural exception sites for the delivery of 100% affordable housing meeting demonstrable local needs	Explore more creative ways of delivering affordable housing by allowing a small percentage of market housing (25%) on a site to enable the provision of a higher proportion of affordable housing (75%)
Redundant rural buildings :	
Option 1	Option 2
Retain the existing approach to employment provision within the rural area by relying on the conversion of redundant	a) Relax the existing approach to make it easier to convert or redevelop rural buildings for employment uses.

rural buildings purely for employment purposes	or b) Allow redundant rural buildings to be converted to affordable housing units where there is a demonstrable local need
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Question to be inserted

The southern part of the district that lies within the Partnership for Urban South Hampshire (PUSH)

Background and Context

The southern part of the Winchester District lies within the South Hampshire sub-region, the largest urban area within the south east region and home to almost one million people. The purpose of dealing with the area as a sub region is to address specific cross boundary issues that cannot be dealt with by the individual authorities. The strategy for South Hampshire is to improve its economic performance, which will require land for business development and house building, together with increased investment in transport and other infrastructure. The preferred strategy for this area is to focus growth on the cities of Southampton and Portsmouth and the main towns, but there is recognition that the adjacent smaller settlements will play complementary roles.

This part of Winchester District has a very different feel to the rest and the residents and businesses look south to the urban areas of the Southampton/Portsmouth conurbation, rather than to Winchester Town, for a range of purposes including leisure, shopping, work and access to health facilities. Whiteley lies within this area and has had much recent residential and commercial development and is less self contained than some of the other settlements of a similar size within the District. There is already a large planned development in this area, which is identified as a Major Development Area within the Winchester District Local Plan Review – known as ‘West of Waterlooville’. This is planned to accommodate in total some 2000 dwellings (about 1400 in Winchester District), with a further ‘reserve’ element of 1000 dwellings (all in Winchester District).

Potential Broad Strategic Options within the Southern Parishes

The scale of development that has occurred or is planned within PUSH as part of the strategy for this wider area will have an impact on the rest of this part of the District. The housing targets expressed earlier on in this paper refer to the need for this part of the district to contribute some 6740 dwellings in the period 2006 -2026.

In addition, the PUSH strategy includes the identification of two Strategic Development Areas (SDA) located at :-

- Within Fareham Borough to the north of the M27 motorway comprising up to 10,000 new homes, and
- To the north and north-east of Hedge End comprising 6,000 new homes

A matter that needs to be explored is how we deal with the Hedge End SDA. This will straddle the administrative boundaries of Winchester District and Eastleigh Borough , and due to its scale, is identified in the South East Plan. It is intended to help deliver the strategic growth required in the south Hampshire sub-region. Policy SH2 of the South East Plan, requires the SDA's to :-

- Include housing of varying types/sizes, including affordable housing
- Have co-ordinated and integrated employment, transport and housing development, together with supporting health, community, social, shopping, education, recreation and leisure facilities, greenspace and other identified requirements.

- Be supported by public transport links with neighbouring city and town centres, transport hubs, existing or planned major employment locations.

The South East Plan further states that the precise form and location of the SDA's will be established in LDFs, through the preparation of 'Area Action Plans'.

The Area Action Plan for the Hedge End SDA will need to be jointly prepared and agreed by Winchester and Eastleigh Councils and this process has not yet commenced. It is pertinent therefore to explore some of the key considerations for this in the Winchester Core Strategy to ensure that the resultant Area Action Plan fully reflects the desires and aspirations of the District:-

- The need to protect the sensitive environment of the Winchester District in this location, given its attractiveness and proximity to the proposed South Downs National Park;
- Promotion of sustainable transport and the need to maximise the use of the rail facilities in this location, to reduce its impact on rural roads;
- Maximise the generation of on-site renewable energy in addition to sustainable construction techniques and design mechanisms to reduce the carbon emissions from the site so that is low carbon/carbon neutral;
- To ensure the provision of both physical and social infrastructure including greenspace and access thereto, bearing in mind its location adjacent to open countryside;
- To minimise its impact on our towns and villages in this part of the District and the services they offer by ensuring that it provides a range of services and facilities to serve its community.

Question to be inserted

On a more general note, a critical question particularly for the proposed 'key hubs' in this location (Bishops Waltham, Whiteley and Wickham) is how they will wish to contribute to the wider growth agenda proposed through the PUSH strategy and whether they should be accepting a higher level of development of both homes and jobs. A key factor to consider is that these key hubs have a functional relationship with the Southampton/Portsmouth conurbation as many of the residents will work and shop there, rather than in Winchester Town, a matter the underlies the rationale of the proposed spatial strategy.

The market towns of Wickham and Bishops Waltham lie within close proximity to the Strategic Development Areas proposed in Fareham and at Hedge End. The Fareham SDA will consist of some 10,000 dwellings to be delivered over the next 20 years. A consequence of this scale of development on the doorstep of the District is that there will potentially be more traffic and people using the District for a range of purposes, from visiting the countryside for leisure and recreational opportunities, using the market towns for local/specialist shopping opportunities or looking to reside in one of the attractive towns and villages. Bishops Waltham northern boundary coincides with the boundary of the proposed South Downs National Park. This later point highlights that the District is a very attractive place to live, putting pressure on an already restricted supply of 'affordable' housing. A critical question for both Wickham and Bishops Waltham is whether they have a role beyond their key hub status in supporting the PUSH strategy?

A further issue is the potential for Knowle to expand beyond its present limits. Knowle has developed over recent years as a result of the conversion of a redundant institution which has resulted in the development of over seven hundred new dwellings, some employment floorspace, together with community and recreational provision. Whilst it does not have the critical mass or level of facilities to be designated as a key or local hub, it does have a potential relationship with the Fareham SDA by being the closest settlement in the Winchester District to it. A logical option would be to allow Knowle to expand further to complement the Fareham SDA and become more sustainable through access to facilities and services provided here rather than further afield in Winchester District. Therefore, expansion of Knowle has been grouped with possible expansion of Bishops Waltham and Wickham to form one of the options for substantial growth in the PUSH area.

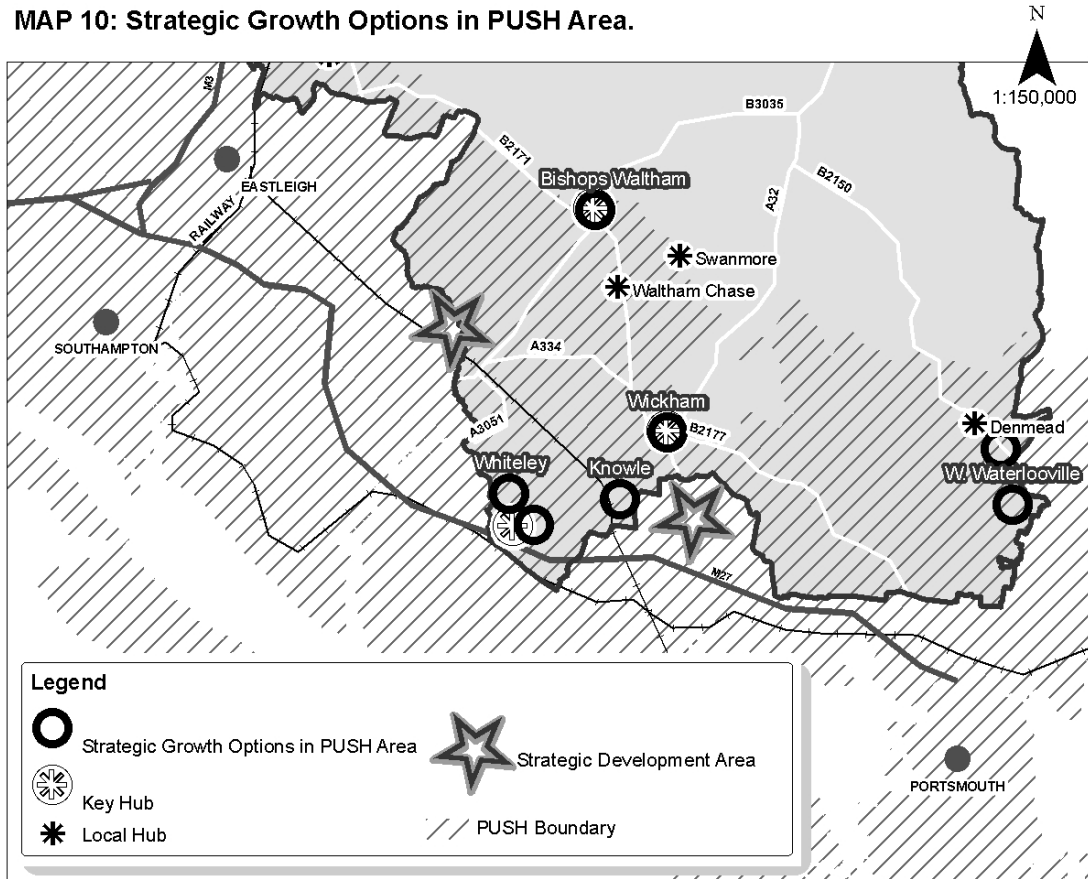
Land to the West of Waterlooville is already identified and has planning permission for the development of some 2000 dwellings, employment provision and the associated social and physical infrastructure. There is in addition a 'reserve site' for some 1000 dwellings also identified. Given the scale of housing required in the area there will be a need to bring forward the reserve provision. There is potential to generate a limited number of further dwellings on this site through re-examining the capacity of the reserve site (shown on Map 12 for info). The only option for a strategic allocation in housing numbers would be to further extend Waterlooville. This latter option involving amending the boundaries of the Denmead Gap to permit growth in a sustainable and planned manner.

Our 'Live for the Future' event at Whiteley revealed local aspirations for :- a secondary school, better public transport, a better range of shops, a 'proper' town centre, park and ride facilities for the business park to reduce road congestion and for the main road links to be completed (i.e Whiteley Way). Participants enjoyed what Whiteley had to offer particularly the close proximity of woodlands and open spaces but commented that these needed to be accessible by footpaths and cycleways. An option in this area is to therefore to expand Whiteley, so as to facilitate the provision of improved facilities and infrastructure.

Bearing in mind these comments and the lack of some key facilities (e.g a secondary school and main access road) there may be an opportunity for Whiteley to contribute to our PUSH target through substantial growth - this would ensure that the shortcomings of the existing development could be addressed so that both the new and existing communities were truly sustainable. A key consideration is where could this development be accommodated – land to the east of Whiteley currently lies within the Meon Strategic Gap an area currently subject to policy constraint to prevent the coalescence of the urban areas in this location. Much land to the east of Whiteley is also designated as a Site of Special Scientific Interest. Land to the north is generally unconstrained except for the existence of some smaller sites of nature conservation interest, and the Hamble Valley which is designated as a site of special scientific interest as well as a Special Protection Area under the EU Birds Directive.

In terms of the amount of housing to be delivered within this part of the District, this amounts to about 4000 – 5000 dwellings, over and above the amount already committed. There are various options that need to be explored and indeed the best approach may be for a combination rather than a single approach see Map 10. With regard to economic matters this part of the District functions as part of the wider economy of South Hampshire both as a source of labour and location for business, there are less locally distinct economic characteristics to nurture and develop.

MAP 10: Strategic Growth Options in PUSH Area.

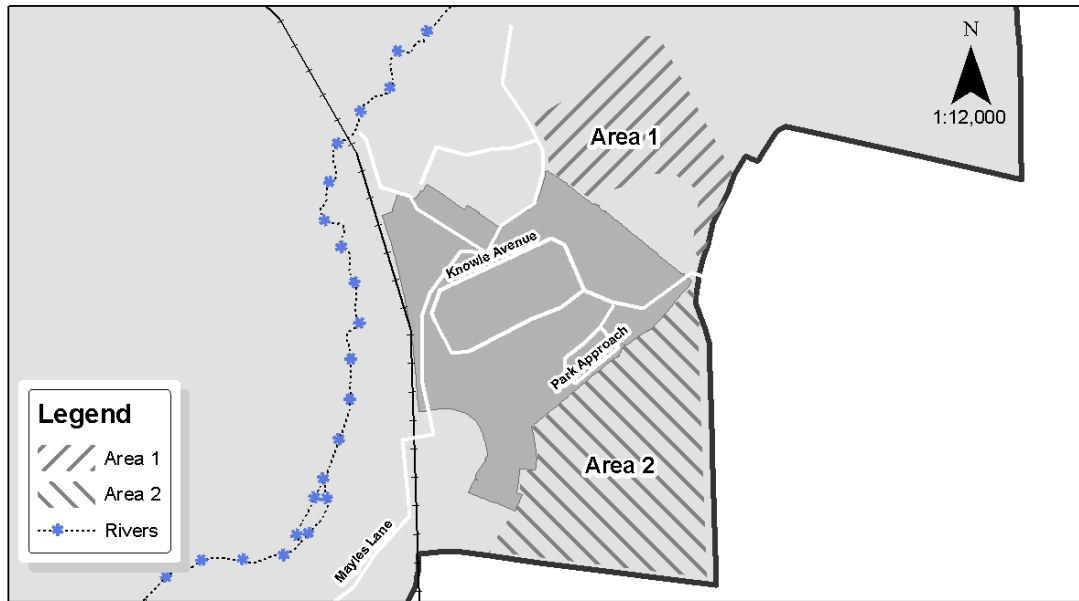


Option 1 : Expand Bishop's Waltham, Wickham and Knowle

- To develop each over and above its existing role to support the PUSH growth strategy
- To allocate greenfield sites in each settlement to accommodate in the region of 1000 new dwellings plus associated land for employment purposes, retail, sport and recreation uses and public transport connections including investigation of the railway line and station to provide more public transport opportunities in conjunction with the SDA at Fareham
- Maximise the potential to deliver affordable housing through 40 % requirement to be split 25% social rented and 15% intermediate
- Being a greenfield allocation this will allow for the development to be planned in a sustainable manner maximising the use of on-site renewable energy and sustainable construction techniques, together with densities over 40 dwellings per hectare

The proposed strategic allocations to deliver this option are highlighted on maps 7 - Bishop's Waltham, 8 - Wickham and 11 - Knowle

Map 11: Knowle Strategic Options.



Option 2 : expand West of Waterlooville through

- a) intensification of the reserve site or
- b) extension of the site

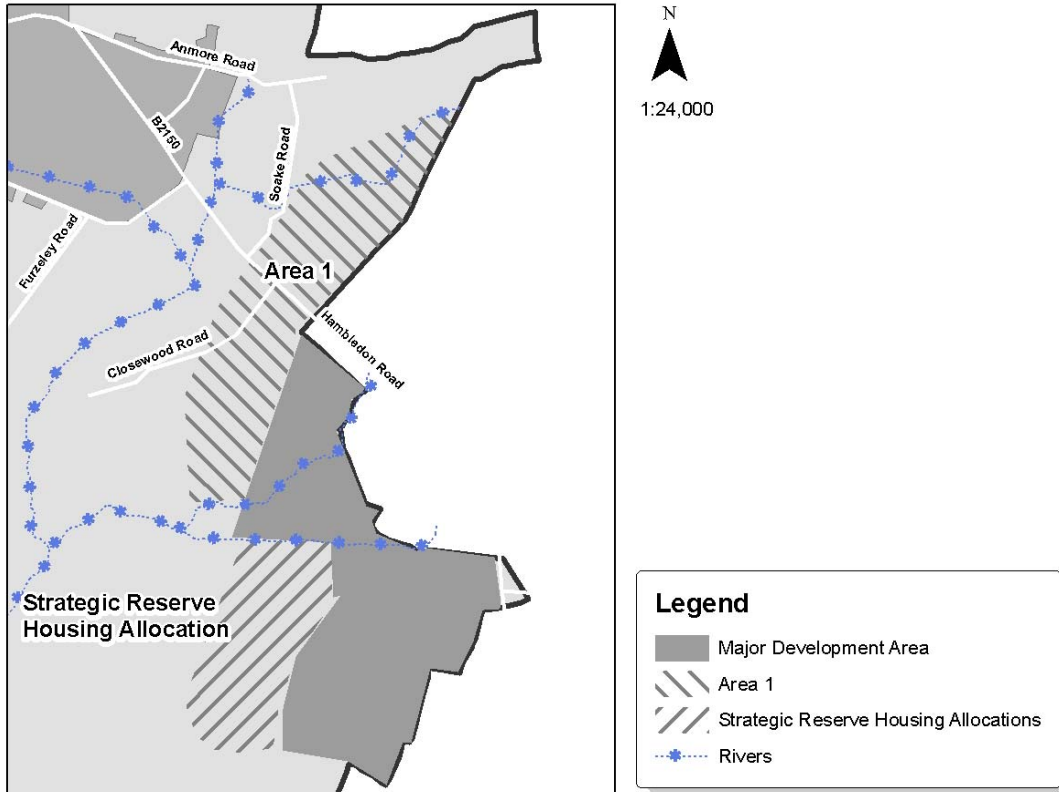
each could offer some or all following benefits :-

- To build on an already planned sustainable extension to develop its hub role and maximise the opportunities being presented by this development in this location
- Creation of essential transport infrastructure including roads, footpaths and cycleways to provide links to key services and facilities and opportunities for public transport services to be provided;
- Economies of scale to ensure that the development meets the highest standards of sustainable design and construction to maximise the benefits from a range of renewable and sustainable energy sources, including the use of sustainable drainage systems; and sustainable construction techniques
- Delivery of minimum 40 % affordable housing (25% social rented and 15% intermediate) to ensure that local people have access to homes and jobs; plus densities to be a minimum of 45 dwellings per hectare
- To provide a mix of dwellings that will provide for the changing population from young families to older people to enable the new and existing communities to fully integrate;
- To provide greenspace in a variety of forms including accessible links to allow people to access these without using the car.
- Provision of the social, cultural and community facilities along with local shopping opportunities away from the 'hub' of growth to ensure these remain accessible
- To promote an evening economy through the provision of leisure/entertainment facilities and more local community facilities.
- Provision of a range of employment opportunities through the creation of new

commercial/business units including live – work units to reduce the need to travel.

The proposed strategic allocations to deliver this option are highlighted on Map 12.

MAP 12: West of Waterlooville Strategic Options



Option 3 : concentrate growth at Whiteley

- Provision of a mixed use development using the existing centre at Whiteley as a base on which to build a more vibrant town centre offering a greater range of more traditional town centre uses including leisure and community uses to reduce the need to travel; creation of a town centre that is well designed with a sense of place
- Creation of essential transport infrastructure including roads and the completion of Whiteley Way, footpaths and cycleways to provide links to key services and facilities and opportunities for public transport services to be provided;
- Economies of scale to ensure that the development meets the highest standards of sustainable design and construction to maximise the benefits from a range of renewable and sustainable energy sources, including the use of sustainable drainage systems; and sustainable construction techniques
- Delivery of minimum 40 % affordable housing (25% social rented and 15% intermediate) to ensure that local people have access to homes and jobs; plus densities to be a minimum of 45 dwellings per hectare
- To provide a mix of dwellings that will provide for the changing population from young families to older people to enable the new and existing communities to fully integrate;
- To provide greenspace in a variety of forms including accessible links to allow

people to access these without using the car.

- Provision of the social, cultural and community facilities along with local shopping opportunities away from the 'hub' of growth to ensure these remain accessible
- To promote an evening economy through the provision of leisure/entertainment facilities and more local community facilities.
- Provision of live – work units to reduce the need to travel.
- Provide new commercial/business units to expand the range of job opportunities available

The proposed strategic allocations to deliver this option are highlighted on Map 9.

Question to be inserted

Core Issues

The following sections of this paper examine the outcomes of the Council's Sustainable Community Strategy and explore what this means in spatial planning terms. The first to be examined is the two critical issues of climate change and transport, followed by the outcomes of health and wellbeing and inclusive society, economic prosperity and high quality environment. This is a move away from the traditional topic-based approach used in the Local Plan and allows for a broader approach to be taken. Once the Core Strategy is adopted its policies will set out a broad policy framework for the delivery of sustainable development from which the detailed policies and proposals in future documents (e.g. the Development Allocations Development Plan Document and the Development Control Development Plan Document) will be prepared.

A number of the key issues do not fall neatly within one of the Sustainable Community Strategy themes and may overlap with others. The issues have therefore been expressed under those themes with which there is the strongest relationship. The priorities expressed under the themes have provided a direction for the exploring the spatial issues and options.

We are seeking your views on the options and how you feel they will result in the creation of sustainable development for the District over the next twenty years. There are, however, two major challenges posed to the environment of the District which warrant special consideration due to their scale, impact and interrelationship:

1. Climate Change – caused by emissions of greenhouse gases due to human activity. In order to slow down and eventually stop our climate changing we need to decrease our emissions of carbon dioxide and other greenhouse gases known as 'mitigation' and also 'adapt' to changes which are already occurring. This includes the potential for the use of renewable energy, more efficient use of resources; and sustainable methods of design and construction.
2. Transport – road transport is a major contributor to climate change, but there are also other issues to take into account, around accessibility and movement and the need to ensure that development happens in the right places, that is where there are services and facilities to allow people to choose not to use the private car for individual journeys.

These issues impact on all of the five outcomes of the Sustainable Community Strategy due to their 'cross-cutting' nature.

From a spatial planning perspective the strategic objectives that relate to these are :-

- *For the District to positively mitigate impacts and adapt to the effects of climate change, through promoting lifestyles and maximising the use of technologies that are available to reduce waste and carbon emissions,*
- *Provision of the necessary services and support facilities in the right places at the right time, including health, education, shopping etc, to ensure our existing and new communities are attractive and safe places to live and work and encourage sustainable transport alternatives that reduce the use of the private car;*
- *Maximise new opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car.*

Climate Change

The City Council is taking climate change seriously and much work has already taken place, including the preparation of a Climate Change Plan and a Strategic Flood Risk Assessment (see www.winchester.gov.uk). During summer 2007 the draft Climate Change Plan 'Tackling Climate Change', was published for consultation and set out what Winchester's communities and the Winchester District Strategic Partnership, can do in delivering action on this important issue. This document recognised the strong links with the LDF and its spatial policies. In response to the consultation exercise a number of comments were made which are relevant to the LDF in terms of designing new buildings which minimise the need for heating and lighting so as to be carbon neutral, the requirement for a percentage of energy for new development to come from renewable sources, and policies to reduce the need to travel - these also reflect comments received through the Live for the Future community events.

There are now four outcomes identified in the Climate Change Plan which will have implications for the spatial planning policies in the LDF. The Core Strategy will not necessarily set out these policies in detail, but it is however, relevant to explore the broad strategic options:

Climate Change Framework Outcome	Spatial Planning Requirement
Greenhouse Gas Emissions Reduction <i>– emissions of carbon dioxide, methane and nitrogen oxides across the District are low</i>	Ensure that new development takes place where there are existing facilities and services to avoid the need for additional unnecessary vehicular trips, to create sustainable communities. Ensure that new development is designed for a low carbon economy and lifestyles. Provide sustainable alternatives to the private car including safe routes for cycling and walking.
Renewable energy generation – <i>the District supplies its share of renewable energy</i>	Explore the renewable energy potential of the District and promote the installation of schemes as appropriate. Require new buildings to generate/use low carbon energy.
Adaptation planning – <i>the District is 'climate change ready', ensuring we can maximise the opportunities and minimise the costs of climate change</i>	Use sustainable design techniques and mechanisms to ensure all buildings/developments take advantage of the layout and orientation of sites to maximise passive solar gain, enable sustainable drainage schemes, etc.
Community Involvement – <i>all sectors of the community understand the climate change issue and are taking action</i>	Help to raise awareness of climate change and what individuals, organisations and the community can do to tackle it. Ensure that building design assists opportunities for recycling, reduced water consumption, etc, so that local people and organisations can play their part and benefit from sustainable lifestyles.

The Climate Change Bill is currently before Parliament and proposes targets to reduce carbon dioxide emissions through domestic and international action by 26-32% by

2020 (against a 1990 baseline) and at least 60% by 2050. Locally, the Winchester Action on Climate Change Group (WinACC) has been established to encourage households and organisations across the District to reduce their 'carbon footprints'. The following sections consider the key areas of renewable energy generation, sustainable construction and adaptation planning.

The Government published in 2006 a Code for Sustainable Homes which sets out the specific levels of energy efficiency to be achieved by new housing. The Code also sets standards for water management, waste/recycling and sustainable construction/materials. At present the Code is largely voluntary but the Government expects local authorities to require new development to comply with the higher standards. It is an aspiration that by 2016 all homes will be built to level 6, 'carbon neutral', although it is widely acknowledged that with current technologies reaching level 6 would cost more to develop and to buy (estimated to be as much as £35,000 per dwelling). However, during the period covered by the LDF (to 2026), technologies will improve and mass production will bring down costs.

Renewable Energy Generation

Early research by the City Council to explore the renewable energy potential within the District ('Policy on Climate Change: Issues and Options', www.winchester.gov.uk), suggests that the main source of sustainable energy is likely to come from combined heat and power (CHP)/biomass systems combined with micro-generation such as solar water heating or heat pumps. However, more detailed analysis is needed to identify which areas of the District are best suited to particular renewable energy technologies.

This is a very complex topic, particularly with regard to the relationship between cost and effectiveness of the technologies and the scale and nature of the development. Whilst high standards are desirable there is a need to ensure that the LDF policies are viable and deliverable. For example, challenging targets may not be achievable on small scale developments in urban areas where the options for on-site renewable energy appear more limited. Therefore ways for these developments to contribute towards provision of renewable energy elsewhere in the District need to be considered.

Sustainable Construction and Adaptation Planning

To address climate change and improve sustainability it is important to ensure that new development, regardless of scale, minimises its impact on natural resources. Therefore all new buildings must improve resource efficiency, not only during construction, but also through their subsequent uses.

The Hampshire Local Area Agreement, the Hampshire Minerals and Waste Core Planning Strategy (adopted July 2007) and the South East Plan all include guidance/advice on sustainable design, construction and demolition. These documents inform our LDF and the adopted policy in the Minerals and Waste Core Strategy states :

"Policy S1 – Sustainable Design, Construction and Demolition

New built development should aim to facilitate the efficient use of resources through:

- a. Designs and layouts that allow the effective sorting, recycling and composting of waste;*
- b. Design principles and construction methods that minimise primary aggregate use and encourage the use of high-quality building materials made from recycled and secondary sources;*

- c. *Construction and demolition methods that minimise waste production and re-use/recycle materials, as far as practicable on-site.”*

Other policies deal with the location of waste management facilities and require all areas of major development, whether on brownfield or greenfield land for residential or employment uses, to provide for recycling and composting and other forms of waste recovery/treatments. As a minimum there should be capacity for recycling to allow for the segregation, storage and collection of recyclable materials, green waste and residual waste.

In addition, there are other techniques that can be used to reduce resource uses, such as ensuring that buildings are south facing to maximise natural light and heat sources in rooms used during the day, avoiding the need for supplementary heat and light sources; and minimising the amount of water used through rain water harvesting and ‘grey water’ systems.

With regard to surface water drainage, sustainable drainage systems should be incorporated at the design stage of all new development schemes. Such schemes can improve the sustainable management of water and can include the following components:

- Pervious surfaces – these allow rainwater into the underlying soil;
- Green roofs – vegetated roofs that reduce the volume and rate of runoff;
- Filter drains – linear drains consisting of trenches with permeable material;
- Filter strips – vegetated areas of gently sloping ground designed to drain water evenly off impermeable areas;
- Swales – shallow vegetated channels that conduct and retain water;
- Basins – ponds and wetland areas to store runoff.

Further advice on this is set out in the Strategic Flood risk Assessment (Halcrow) September 2007 which can be viewed at www.winchester.gov.uk.

There may be a number of other issues relating to adaptation which are not covered in this document, either because they will not be addressed by the LDF or because further research is required.

Proposed Strategic Options

Two broad options for our approach to climate change are set out below, one based on meeting the various statutory requirements and the other seeking to go further towards a low carbon District. ‘Zero carbon’ development is not considered to be achievable in the foreseeable future so is not set out as a specific option.

Option 1 below is the minimum we must achieve with our planning policies. The more challenging elements within Option 2 would come at a cost to developers, which would have implications for property prices/rents, and possibly economic growth in the short term. The costs, for example of greater energy efficiency in building materials, should reduce once they are being used on a large scale across the country. Also, energy efficient buildings are cheaper to run so have longer term benefits.

If we are to develop policies which exceed the minimum requirements we will need to give justification for this, such as whether there are parts of the District which are better suited to some types of renewable energy generation than other areas, or are more vulnerable to the consequences of climate change. Therefore, if you respond by

choosing Option 2, please give your reasons for this. The key features of each option are:

Option : 1 Meet Minimum Requirements	Option 2 : More Ambitious Option
<ul style="list-style-type: none"> Meet proposed targets for carbon reduction within the District (26%-32% by 2020), which may change over time. 	<ul style="list-style-type: none"> Set more challenging targets for carbon reduction within the District, e.g. 35%-40%, with tougher standards to ensure targets are met, including the measures below.
<ul style="list-style-type: none"> Adopt national Code for Sustainable Homes Level 6 by 2016/ South East Plan requirements. 	<ul style="list-style-type: none"> Adopt the PUSH targets (or higher) for the whole District: <ul style="list-style-type: none"> Level 3/BREEAM 'Very Good' from now; Level 4/BREEAM 'Excellent' from 2012; Level 6/BREEAM 'Excellent' from 2016.
<ul style="list-style-type: none"> Require that 10% of energy used in new development (schemes of 10+ houses or 1000+sq m of commercial floorspace) is produced on-site or from local renewable/sustainable sources. 	<ul style="list-style-type: none"> Require that a higher proportion (e.g. 20%) of energy is produced on-site or from local renewable/sustainable sources. This would apply to all new development, either by on-site generation (schemes of 5+ dwellings or 500+sq m of commercial floorspace) or a financial contribution from smaller schemes to support renewable/sustainable energy production schemes in the District.
<ul style="list-style-type: none"> Waste management, recycling and composting schemes developed in accordance with the Hampshire Minerals and Waste Core Planning Strategy's policies. New development to allow for the segregation, storage and collection of recyclable materials, green waste and residual waste, with more locally-based recycling, composting, etc infrastructure. 	<ul style="list-style-type: none"> Exceed the requirements of the Hampshire Minerals and Waste Core Planning Strategy, with increased emphasis on waste reduction, requirements to recycle demolition/ construction waste on-site, and local biomass plants to improve recycling and produce energy from waste and locally-grown wood coppice.
<ul style="list-style-type: none"> Adopt national standards for water efficiency (Code for Sustainable Homes/BREEAM), sustainable drainage and flood protection. 	<ul style="list-style-type: none"> Adopt PUSH targets (see above), with more emphasis on measures such as green roofs and higher standards of flood protection.

Question to be inserted

Transport and Connectivity

Inextricably linked with the issue of climate change, is the need to reduce vehicle emissions and energy consumption. A key Government objective for planning is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking and cycling. This objective, together with those set out in the Hampshire Local Transport Plan (Reduce the need to travel, Manage the travel demands that we have to do, and Invest in new infrastructure), underlies the options explored through the spatial strategies above. It is particularly relevant in the definition of the key and local hubs which have reasonable public transport services and can consequently offer a reasonable alternative to the car, but crucially need also to be connected to surrounding smaller communities so that their residents can access services provided in the hubs. A further consideration is the use of rail. Although parts of the District are less well served, the PUSH growth strategy allows for the rail travel in the south to play a pivotal role in providing public transport within this area to a range of facilities and services. Both of the options proposed for Winchester town offer greater use of its rail connections.

Road Transport

Winchester District has a higher than average number of cars per household due to the fact that it is predominantly a rural District with an affluent population. It also has high levels of commuting into and out of the District and more longer-distance commuting patterns than other Hampshire Districts.

With the increasing use of cars for even short journeys, there is a growing concern about environmental impacts, especially through the increase in CO² emissions which are a major contributor to climate change. The centre of Winchester is designated as an 'Air Quality Management Area' where a management plan has been agreed to reduce air pollution levels. Also impacts on health, safety and congestion mean that alternatives to the car must be made more attractive and accessible. With an aging population, many of whom live in the rural parts of the District, it is imperative that we maintain access to services by various means including public transport to recognise the fact that many elderly residents may not have access to a car.

The feedback from our Live for the Future community events highlighted that people in the rural parts of the District feel that rural public transport provision had declined in recent years, but was still essential for many and consequently needed improving. These events also raised the commuting issue which is reflected in the Economic and Employment Study, and which illustrates significant in and out commuting levels, especially for Winchester town. The large number of businesses and institutions in Winchester town results in the amount of in commuting being around double that of out commuting. Recent pressures on local government have meant that bus service support for socially necessary services has been reducing with subsequent reductions in services. The process of improving public transport therefore remains a significant challenge. However, the success of bus quality partnership routes into and out of Winchester Town in recent years and the development of innovative community transport schemes offer some hope.

A Transport Assessment has been carried out by consultants (WSP) to help inform the development of spatial options for the Core Strategy and to estimate the impact of alternative options on the strategic road network ('Winchester Local Development Framework Transport Assessment' – www.winchester.gov.uk). This shows that, in transport terms, development within or adjoining the larger settlements, which have a better range of facilities and services, is preferable. In general the market towns are

better locations than the 'local hubs', unless there is a larger settlement very nearby. The study also illustrates the likely traffic impact of various options, particularly on the trunk road network, and how these might exacerbate existing congestion hotspots unless policy measures are implemented to discourage car use and/or improvements made to infrastructure.

The spatial options take account of the findings of the Transport Assessment and seek to address the issues highlighted through the community events. It is important to direct development to places where there are transport alternatives available and that a level of facilities and services exist to avoid the need to travel in the first place.

The Hampshire Local Transport Plan (LTP, March 2006) is a key policy document in relation to public transport and road usage. Hampshire County Council is the Highway Authority responsible for the majority of transport and highway proposals in the District, although the Highways Agency is responsible for motorways and trunk roads.

The LTP has a number of objectives :

- To increase accessibility
- To promote safety
- To reduce the impact and effect of congestion
- To widen travel choice
- To improve air quality
- To support wider quality of life objectives
- To encourage value for money and efficient asset management

A Winchester Access Plan is being developed and will reflect these objectives, together with the aspirations of the Vision for Winchester. Work on preparation of the Access Plan has identified the key issues to be resolved as:

- A strategy for Parking and Park & Ride
- A traffic management plan including freight deliveries
- Enhanced accessibility including better cycling and walking provision
- A framework for school and business travel
- A strategy for public transport including buses and rail

These have been considered in developing the spatial options for Winchester Town.

Rail Transport

In relation to rail, the Hampshire Local Transport Plan includes the following reference to rail use within Central Hampshire, which includes Winchester District :-

“Improved access to rail stations will also help accessibility in the rural area of Central Hampshire as the four rail lines have potential for more commuting or local trips. This can be achieved by making better use of the rail stations in smaller settlements as transport hubs with potentially increased parking provision and facilities for all travel modes. This will also include ways of developing better links between existing bus and rail services and improved walking and cycling links to the bus and rail facilities. The impact of additional parking at stations would have to be carefully assessed”

The options for the spatial strategy proposed for both Winchester town and the PUSH part of the District, seek to maximise the opportunities presented by access to rail stations. The scale of development proposed within the PUSH area may make the upgrading of the Fareham to Eastleigh line economically viable, to enable new or

improved stations, e.g. at Knowle and more frequent services. The 'Eastleigh Chord' would enable trains from Hedge End, for example, to travel direct to Southampton and is already included within the South East Plan's Implementation Plan. Improved rail use needs to be assisted by the use of linkages, either directly by public transport or via park and ride sites, to ensure the most is made of this means of transport.

Walking and Cycling

There are a number of designated cycle routes within Winchester and some of the market towns. Walking routes are provided through the footway and footpath network in the towns and villages, although there are numerous smaller villages that lack footways, making short journeys to school, local shop, etc potentially hazardous. There are also a number of long-distance cycle and footpath routes aimed at recreational/leisure use.

Walking and cycling have wider benefits in terms of health and wellbeing but these are not a viable alternative for longer journeys. Another key issue is connectivity. Feedback from our Live For the Future events raised the problem of routes failing to join up – people could travel so far on a footway but these may not link with places where people wanted to go.

Strategic Options

The evidence points to there being unsustainable levels of car use within the District and the key challenge is to make public transport a feasible alternative. This will involve attitude and behavioural changes including the need to address falling patronage if it is to be successful. This has been the general aim of transport policies in the recent past and reflects government advice (e.g. Planning Policy Guidance note13) and Local Transport Plan policies. One option is, therefore, to maintain current approaches and seek to make them more effective, with the aim of making alternatives to the car more attractive and discouraging car use.

However, these policies have had limited impact so far and, in view of the increasing urgency of tackling climate change, a more radical option may be needed. Therefore, Option 2 seeks to accelerate behavioural change by not only improving public transport and other non-car alternatives, but also through measures which would make it more expensive or unattractive to drive. As the City Council is not the Transport Authority these will need the agreement of other organisations but the powers already exist to undertake some of these actions. As carbon reduction policies and measures become more demanding, some of these more radical actions may have to be implemented anyway, so effectively becoming part of the 'current policies' option. (Option 1).

The spatial options for Winchester Town and the other settlements include various transport elements, where they form part of the overall strategy options for those areas. Also, different options for the location of development, as explored in the spatial options, will have different effects on the need for people to travel. Accordingly, options relating to the location of development are not included within the transport options below. The transport options are also very pertinent to the issue of climate change, as considered above and should be read alongside them as part of our efforts to tackle climate change.

Option 1 : Maintain/Improve Current Policies	Option 2 : More Radical Option
<ul style="list-style-type: none"> • Improve the attractiveness of bus transport by providing bus lanes, improving bus stops, seeking lower fares and increasing frequency. These changes should be based on market research to ensure that services run at the times that people need them and to the right destinations. • In urban areas measures such as bus lanes and bus priority would be promoted but in the rural areas the availability of regular bus services and adequate bus stops is more relevant. 	<ul style="list-style-type: none"> • More bus quality partnership are identified and implemented along with investment in infrastructure. • Rail and station improvements are identified and implemented including new stations where operationally and economically viable. • Infrastructure improvements funded by increased parking and other charges (see below), to secure wider and more regular services, especially for the key hubs and local hubs (Winchester already being relatively well served). •
<ul style="list-style-type: none"> • Public car parking provision and pricing continues to distinguish between short-stay in town centres and long stay on the edge of centres or in park and ride. • Complete the provision of park and ride sites on key routes in Winchester and consider park and ride/park and walk sites on the edge of the market towns or key employment locations. 	<ul style="list-style-type: none"> • Short stay parking provided in town/hub centres, possibly on more peripheral sites to facilitate traffic-free areas. Extension of preferential charging rates for low-emission vehicles in car parks and residents' parking schemes, or restrictions on higher-emission vehicles. • Long stay parking gradually reduced in volume and increased in price. As public transport facilities are improved shift in emphasis from park and ride to promoting the whole journey by public transport. • General reduction in centrally located car parks
<ul style="list-style-type: none"> • Car parking provision in new development is minimised, especially in locations which are accessible by public transport, with correspondingly high levels of cycle parking, and contributions towards public transport improvements. • New commercial development of 1000sq m floorspace to produce travel plans to identify non-car alternatives and encourage their use. 	<ul style="list-style-type: none"> • New development in the most accessible locations will be prevented from providing car parking, with more rigorous limits on parking provision in non-residential development elsewhere. • Employers are helped to promote forms of working which minimise the need to travel, run work transport schemes and encourage staff to live near their work. Existing private car parking is taxed to encourage its redevelopment for more beneficial uses. • Residential development in urban locations has minimal parking and alternatives, such as car clubs, are developed.
<ul style="list-style-type: none"> • Some road space would be used to provide wider footpaths, cycle lanes 	<ul style="list-style-type: none"> • Car use would be penalised, especially in congested and polluted

<p>and/or bus lanes, especially in the larger settlements.</p>	<p>areas and at peak times. This may be by congestion charging, carbon rationing or other measures, some of which may require new legislation or technology.</p> <ul style="list-style-type: none"> • More roads in town centres would be remodelled to reflect the 'Shared Space' principles or used for public transport, cycling or walking routes.
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Question to be inserted

Health and Wellbeing and Inclusive Society

From a spatial planning perspective there are a number of common factors between these outcomes, and those expressed through the Freedom from Fear outcome. Therefore it is proposed to consider these together in this paper.

<p>The Sustainable Community Strategy outcome for Health and Wellbeing :- <i>“Healthy lifestyles are the norm. These are encouraged by the availability of facilities for sports and other physical activities, and are not prejudiced by unavailability of care services or poor accommodation. Inequalities in health have been eliminated. People participate in volunteering, sports, leisure, cultural and social opportunities.”</i></p> <p>And for Inclusive Society :- <i>“People's life chances are maximised. They have access to the services and facilities they need. The needs of specific groups such as disabled people, black and minority ethnic communities, older people, children and young people and faith groups are met. Their voices are heard in the democratic process. People have a sense of “belonging” to the community, they interact with others in the community, are able to use community resources and are in touch with networks within the community.”</i></p> <p>And for Freedom from Fear <i>“Our communities are places where people want to live, work and enjoy activities in the knowledge that they can do so safely. People are vigilant but their quality of life is not affected by fear of crime”</i></p>
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The strategic objectives covering these elements includes :-

- *Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population whilst reducing carbon emissions;*
- *Provision of the necessary services and support facilities in the right places at the right time, including health, education, shopping etc, to ensure our existing and new communities are attractive and safe places to live and work and encourage sustainable transport alternatives that reduce the use of the private car;*
- *Maximise new opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car.*

The spatial distribution strategy outlined previously has been prepared on the basis of giving access to key services and facilities to as many people as possible. In a rural district such as Winchester there will always be parts of our community that are less well served – the intention of the proposed spatial hierarchy is that these people are not subject to further disadvantage. This section implicitly refers to all those sectors of our community whether these be young, elderly or from ethnic backgrounds, and a key requirement is to ensure that development respects the need to deliver safe communities, as expressed by the Freedom From Fear outcome, regardless of its scale, nature or location.

Health, Education and Community infrastructure

Ready access to key services is necessary for the health and wellbeing of our communities. A common complaint from residents of large new developments is that the promised shops, doctors, school, etc were only provided after the majority of houses were occupied and its residents had already sourced alternatives. The use of master planning, design briefs and action area plans are a means to ensure that larger developments trigger certain provisions at specific stages of development.

The provision of built recreational facilities and their capacity is a matter being explored through the PPG 17 (Open Space) Study which will include an examination of the following facilities which offer both formal and informal facilities:-

- Village halls
- Community centres
- Playing pitches
- Golf courses
- Artificial turf pitches
- Tennis/netball courts
- Indoor sports halls, health and leisure centres
- Indoor bowls centres (where applicable)
- Swimming pools (including school facilities for community use)
- Indoor tennis centres (where applicable)
- Ice rinks (where applicable)

These, plus green infrastructure, are very much part of the overall infrastructure requirement to support a growing and changing population. There is emerging evidence demonstrating that green space contributes towards health and well being of our communities. It is the intention that standards will need to be introduced to secure the delivery of both green space and built facilities, in conjunction with financial mechanisms to ensure that, where on-site provision is not possible, all new development makes the necessary contributions to off-site provision. These matters are essential to the overall social and physical infrastructure that needs to be delivered with all development regardless of scale and location.

Education and health provision is essential for the well being of our communities and these elements must be planned at the same time as new development. Both schools and local health facilities in the form of GP, dentist or pharmacy have been recorded as part of our Rural Facilities Audit and used to help determine the spatial strategy proposed above, particularly when classifying the larger villages to determine their future roles.

Hampshire County Council as education authority, publish a School Places Plan – the latest version published in October 2007, has been used to inform the options in this document. Notwithstanding this, the scale of development proposed in some areas will require new educational provision to be made.

In preparing this paper we have consulted with the Health Trust and main providers for health services in the District. This has not raised any strategic issues or site requirements. We are continuing to work with these organisations to identify local needs and how new development can contribute to improving services.

Place Making

The spatial strategy proposed for the District outlines to some extent the nature of the different types of places within the District and how the Core Strategy will assist in shaping them. One aspect not covered in detail in the existing Local Plan is the concept of public realm which can be described as ‘the creation of environments that people want to live and work in’, and compliments the spirit of the freedom from fear outcome.

Good urban design is an essential pre-requisite of quality development, and deal with the relationship between buildings and the public realm. Considering the quality and attractiveness of both the landscape and townscape with its heritage and cultural assets within the District, the aim of the Core Strategy and its daughter documents - the site allocations and development control policies documents, is to achieve the best possible in design terms regardless of the scale and location of development.

Better Places to Live (a companion guide to Planning Policy Statement 3 : Housing) along with a number of other similar documents, sets out the principles of good design to include :-

- creating places with a strong character and identity that are visually interesting and easy to understand;
- creating streets that have strong and continuous building or landscape frontage and define public and private space;
- creating streets and spaces that are safe, easy to get to and move through, are pedestrian friendly, encourage low vehicles speeds and social interaction, include hard and soft landscaping and use quality materials;
- creating places, building and spaces that can be used for a range of activities which can change over time;
- creating places that have a diverse range and mix of uses with a variety of building forms and sizes.

It is the intention that these themes will evolve into a strategic policy set out in the Core Strategy, and consequently as this concept is so fundamental to the outcome of this spatial plan then there are no strategic options to be explored.

Affordable Housing

A critical issue in the District regardless of location is the availability of affordable housing and the provision of homes that people want to live in. The District has some of the highest house prices in Hampshire and the South East and these are continuing to rise, during July – September 2007 the price of an average house cost £330,451 in Winchester District compared to an average price within the South East of £248,003.

Policy interventions through the existing Local Plan have provided a certain amount of affordable housing over recent years. The Housing Market Assessment (DTZ) which examines the housing needs in the District, concludes that there will be a requirement for some 440 affordable units (of which at least 380 should be social rented) to be provided annually. The report highlights that this figure could change depending on whether or not market rents become more affordable, but on the basis of past trends and the critical affordability issue in the District, this is unlikely to happen without significant intervention. This number may however be an underestimate due to the difficulties in assessing current hidden need i.e those households in need but not registered.

The report includes a detailed assessment of the many factors that inform this complex matter and can be viewed at www.winchester.gov.uk. This report makes some suggestions as to the affordable housing quotas which are proposed in the previous sections of this paper under the relevant spatial strategies.

In summary, intervention may be achieved by significantly increasing the proportion of affordable housing on sites - currently the requirement to deliver a percentage of a market scheme as affordable does not address the shortfall. Based on past monitoring we have only achieved in the region of 110 affordable units p.a. This maybe due to a number of factors but a prime consideration is the issue of site size thresholds (both number of dwellings and site area). Current Local Plan policy requires :-

...40% provision within the defined built-up area of Winchester and on major development areas, 35% on the local reserve sites, and 30% provision within the defined built-up areas of the other larger settlements – where 15 or more dwellings are proposed or the site is 0.5 hectares or more – these figures are reduced slightly for the rural areas to 30% on sites of 5 or more dwellings or greater than 0.17 hectares.

Monitoring reveals that particularly in the larger settlements many sites being developed at just below the thresholds to avoid compliance with the policy.

However, based on our new housing target of 612 dwellings per annum and an annual affordable housing requirement of 440 units this would represent about 72% of provision, compared to about 20% which has actually been delivered recently on sites as a % of total completions.

In terms of tenancy variations, the South East Plan gives a regional requirement of 35% affordable dwellings, 25% to be provided as social rented and 10% other forms of tenancy. Typically in Winchester District affordable housing has been delivered in the form of dwellings through Registered Social Landlords (RSLs) for social rent and intermediate forms of affordable housing such as shared equity/ownership.

The HMA highlights the following key findings for Winchester District :-

- the priority need is for social rented accommodation
- a more modest need for intermediate housing
- Delivery is reliant on developments within Winchester Town, and some of the larger settlements, including the planned development at West of Waterlooville;
- There is a need to reconcile places of delivery and where housing is required most;
- West of Waterlooville MDA relates more closely to the South Hampshire market area

- Existing quotas (%) have been delivered but the size thresholds of sites have limited delivery
- The need to take account of the needs of older people, disabled, supported/special needs who may require specifically designed/located accommodation.

The HMA then recommends that the District should aim to secure 40% affordable housing from new developments, with a higher level of up to 50% in the settlements of less than 3000 population and across the rural areas where development economics are robust.

The HMA also explores different ways of determining the affordable housing requirement, over and above the existing system using number of dwellings, and also suggests other mechanisms to secure affordable housing that may be relevant in this District where the shortfall is so acute and it is such a priority across the whole District – the options below examine these :-

Option 1 : Alternative measures of achieving affordable housing	Option 2 : Contributions from non-residential proposals	Option 3 : Fully flexible approach
To determine on site affordable housing requirement based on A) the number of habitable rooms or B) floorspace or C) site area	To require a contribution for affordable housing from non-residential development proposals	Implement a fully flexible approach to negotiate on a site by site/location by location basis the need for affordable housing to ensure that it is delivered where and when it is needed most.

Question to be inserted

Housing mix

The adopted Local Plan, requires all housing sites capable of accommodating 2 or more dwellings, to provide at least 50% of the properties as small 1 or 2 bed units, suitable for small households, responding to the fact that people are living longer, often alone and smaller households.

This policy was introduced as a reaction to a trend that in previous years had resulted in the provision of larger houses. The table below demonstrates how this policy intervention has resulted in a change in the size of dwellings (split of house types expressed as a percentage of the total completions for that year) :-

	2000/01	2001/02	2002/03	2003/04	2004/05	2005/06	2006/07
1-Bed	5%	10%	13%	16%	20%	14%	22%
2-Bed	17%	24%	43%	43%	44%	45%	40%
3-Bed	35%	35%	28%	28%	21%	26%	22%
4-Bed or	41%	31%	16%	12%	15%	15%	15%

more							
Unknown	2%	2%		1%			1%

Source : Winchester City Council

One matter that has come to light through our community consultation is the lack of mid sized dwellings i.e 3 beds for families to aspire to, particularly to retain families within both the larger and smaller settlements so as to reduce commuting. A further issue with regard to housing mix, is the provision of homes for older residents to 'down size' to. Many older people have strong local connections, and will remain independent longer so may wish to live in their own home as opposed to care accommodation. It is pertinent also to consider the provision of specific housing for older people, particularly as there is an increasing aging population which will constitute about a quarter of the District's total population by 2026. Other mechanisms may include the use of initiatives like Lifetime homes to ensure dwellings can be adapted through various life stages to respond to the changing needs of the occupiers.

Options include:-

Option 1: Maintain existing approach as set out in the adopted local Plan	Option 2 : Deliver more medium sized dwellings	Option 3 : Fully flexible approach
All sites must provide 50% of dwellings to be small units (1 or 2 bed)	All sites must provide 50 % of dwellings to be medium sized units (2 or 3 bed)	Fully flexible approach to respond to market need at the time of delivery

Question to be inserted

Housing for Specific Communities

In addition to older people the District contains a number of specific groups who have particular housing requirements, for instance people with disabilities, students and gypsies and travellers. To a lesser extent Black and Ethnic Minority households and migrants from the European Union Accession States may face barriers to housing. In a spatial planning context the requirements of these groups are important in terms of location (e.g. students near colleges) and design (e.g. wheelchair accessible housing), and their subsequent provision/allocation is a matter for the Development Provisions and Allocation dpd, in accordance with the spatial policy set out in the Core Strategy.

With regard to gypsies and travellers, in 2006 the Government issued revised guidance in relation to the need to provide sites for these, on the basis that there had been an ongoing failure to make proper provision for this sector of the community which had resulted in a serious shortage of suitable accommodation. This new guidance now requires local housing and planning authorities to adopt a more pro-active stance in terms of encouraging and, where necessary, providing additional sites for permanent and/or transit accommodation in all those areas where there is a recognised and quantified need.

The South East Plan fails to address this issue in any detail. Consequently there is to be an immediate partial review of the Plan to reflect the new requirements to be based on the findings of a housing need assessment which has been recently completed by consultants on behalf of the Hampshire Local Authorities. This study, in addition to identifying a quantitative requirement for gypsy and traveller provision, specifically engaged with this community who identified the following key factors :-

- Achieving and maintaining a reasonable balance between the cultural need to travel at certain times whilst developing some measure of security of accommodation and freedom from harassment.
- A very clear preference for living on a permanent private site owned by their family and with the benefit of planning permission.
- There are recorded instances of newly forming households and other overcrowding issues on existing authorised sites within the District which need to be addressed.
- Any new site within the District should be developed with access to local services and facilities (particularly schooling and medical facilities) in mind. This may require home schooling and other forms of outreach support.
- Consistent standards of site management on authorised public sites need to be secured and maintained throughout the County.

The needs assessment identifies future needs for gypsies and travellers to be in the region of about 44 new permanent pitches during the period 2006-2011 for the Hampshire Districts, Portsmouth and Southampton, together with 41 transit pitches. Further work on permanent pitches to break this down into a more specific target for the Districts within the southern part of Hampshire suggests that, due to the higher proportion of gypsy and traveller households already in the area and the need arising from overcrowded households on existing authorised sites and new forming households on all sites, some 18 additional permanent pitches should be provided.

To give an indication of the scale of such a provision the 'Tynefield' site in the southern part of Whiteley Parish, which is the only local authority site within the southern part of the study area, currently has a capacity for 18 families.

In addition, to this permanent site there is a relatively high level of unauthorised camping within Winchester District. The Caravan Count recorded an average of 28 caravans, equating to 21 households, on unauthorised sites over the last three counts.

There is therefore a need to explore the best way forward for the Winchester District in terms of acknowledging the needs of this very specific group of the community:-

Option 1 : Improve and extend existing facilities	Option 2 : give permanent status to some unauthorised sites	Option 3 : Identify and allocate further sites
<p>Improve and extend the existing site in the south of the District (the Tynefield site)</p> <ul style="list-style-type: none"> • This site has the benefit of already existing with established family 	<p>Make some of the existing unauthorised sites permanent.</p> <ul style="list-style-type: none"> • These sites have become established to some extent and this approach would allow the occupants 	<p>Allocate further sites for gypsy and traveller accommodation</p> <ul style="list-style-type: none"> • Need to explore options for this as part of the Site Allocations Development Plan

<p>groups</p> <ul style="list-style-type: none"> The option to expand Whiteley as part of the Districts' housing requirement in PUSH may offer an opportunity for this site to be better served by facilities 	<p>to use local facilities on a continuing basis</p>	<p>Document</p> <ul style="list-style-type: none"> Areas of search should be based on areas close to a good range of facilities and services including schools
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Question to be inserted

Economic Prosperity

The sustainable community strategy identifies this theme as :-
“The number of people earning to their potential is maximised. The District offers high value jobs, and service sector jobs (eg in the tourist industry) offer good wages and benefits to workers. There is little or no unemployment. Local needs are met locally. The vibrancy of the economy of Winchester town is maintained. The rural economy is growing. People are able to take up jobs which give high levels of personal satisfaction and which enable them to make the most of living/working in the Winchester district”.

In spatial planning terms this means :-

- Creation of an economy that promotes 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, by ensuring that there are a range of sites and premises available for businesses to set up and expand to meet their full potential and provide jobs to use the skills of the District's population;*

In general terms the whole District has a buoyant economy with low levels of unemployment, with an educated and skilled workforce. The Economic and Employment Land Study has explored, amongst other matters, an assessment of the local economy, a review of commuting patterns and an employment land review (the full report can be viewed at www.winchester.gov.uk)

The spatial options explored earlier examine the various potential economic attributes and opportunities for significant economic growth based on the findings of the economic study and it suggested the following sectors as improving/growing

- Professional services
- Banking, finance and insurance
- Creative and media industries

Specialist skilled agricultural occupations although small remain important in the District.

In terms of pure economic prosperity there are few options that are unrelated to the proposed spatial options, particularly those options which propose a step change in growth to deliver more sustainable communities and raise the profile of the District.

A matter that warrants further consideration is the tourism sector – this has been recognised as one of the District strengths but how do we maximise its benefits without causing harm to the features that make the District so attractive?

Option 1 : Retain the existing approach	Option 2 : Promotion of tourism	Option 3 : promotion of 'green' tourism
Continue with the existing approach set out in the adopted Local Plan where these can be accommodated without harm to the environment	Actively promote tourism facilities that are innovative and creative, building on the skills of the District's workforce	Only allow tourism facilities and accommodation that offer 'green' credentials by not relying on car borne customers, developing facilities that are self sufficient in terms of energy production and offer local produce

Question to be inserted

The City Council takes the issue of climate change seriously and in addition to the matters covered in the previous section on this, the economy is fundamental to the overall success of the District as a place to live, work and do business, consequently there may be opportunities to require and give preferential treatment to those businesses that offer 'green' credentials, through the overall aim to promote a low carbon economy :-

Options 1 : Encourage commercial uses with 'green' credentials	Option 2 : Promote 'exemplar' sites offering a full range of 'green' credentials
<p>To only allocate sites for businesses which offer/can demonstrate 3 or more of the following :-</p> <ul style="list-style-type: none"> • Only uses sustainable construction techniques and local materials and labour (during the construction phase) • Has a green travel plan that requires a substantial proportion of staff to travel to work by public transport (minimum/no car parking spaces are provided) • Provides 100% on-site renewable energy, • has facilities for recycling a range of materials (including specialist equipment when upgrades are installed) and uses recycled products where possible 	<p>New business that can satisfy all the requirements of Option 1 to be given preferential planning support to become exemplar sites within the District.</p>

<ul style="list-style-type: none"> provides employees with training and opportunities to volunteer in the local community 	
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Question to be inserted

High Quality Environment

The Sustainable Community Strategy outcome aspires to *“Neighbourhoods are clean, 'green' and safe. Resources are used efficiently and pollution levels are low. Natural wildlife species are thriving. The District is adapting to the effects of climate change and has low emissions of greenhouse gases. The historic environment is conserved and local distinctiveness is protected and enhanced. Communities are well designed and built, and inclusive.”*

A high quality environment is a result of many different factors. The issue of climate change, due to its cross cutting nature, is dealt with at the start of this section. In addition the matters of safe communities, transport and the wider concept of the public realm have also been covered previously. This section therefore concentrates on the natural and built environments of the District, including biodiversity, landscape and townscape. It considers how we ensure that their value and attractiveness are retained, considering the various challenges now facing the District.

The spatial planning objective is therefore :-

- Protection and enhancement of Winchester District’s most valuable environments whether these are urban or rural or involve the built or natural environments to ensure that the changes we are seeking maintain the District as a special place;*

Natural Environment

Winchester District consists mainly of countryside and forms a complex combination of contrasting landscapes. Our Live for the Future events revealed that, of those attending, all appreciated the high quality of the environment and the proximity between the countryside, towns and villages. A challenge for the Core Strategy is to ensure that the development required for the District and the need for sustainability do not have a negative impact of these key features.

There are a large number of wildlife habitats and species in the District, mostly in the countryside, which have statutory protection for their biodiversity interest. The LDF needs to include policies to protect these and enhance habitats where opportunities allow. In particular development proposals should demonstrate how they are making a positive contribution to this important aspect of the natural environment. The role of non-protected sites and other areas should not be overlooked, particularly as they contribute to the provision of ‘green infrastructure’.

Over a quarter of the District currently lies within the East Hampshire Area of Outstanding Natural Beauty (AONB), where there are existing strong policies controlling the types of development that may be permitted. This area also lies within the proposed South Downs National Park which, once formally designated, will have the same landscape conservation objectives as the AONB, but will also aim to encourage appropriate recreational opportunities.

The adopted Local Plan identifies certain undeveloped areas between settlements as important ‘gaps’, to avoid coalescence of built up areas and to retain the coherent structure of the existing settlement pattern. The following gaps are identified in the Local Plan:

Strategic Gap – to separate the built-up areas of substantial settlements, where there is a high risk of coalescence, and to contribute to the maintenance of the existing and future settlement pattern.

- Meon Strategic Gap (between Whiteley and the built up areas south of the District)

Local Gaps – to prevent undesirable coalescence on a more local scale, by separating smaller towns and villages.

- Bishop’s Waltham – Swanmore – Waltham Chase – Shedfield – Shirrell Heath
- Denmead – Waterlooville
- Kings Worthy – Abbots Worthy
- Otterbourne – Southdown
- Winchester – Compton Street
- Winchester – Kings Worthy/Headbourne Worthy
- Winchester – Littleton

These gaps have prevented unnecessary coalescence, but their purpose needs to be reviewed to ensure that all the spatial options can be fully explored. With the increasing emphasis on locating development in a sustainable way, it is also necessary to consider whether any of the gaps are preventing sustainable development solutions and need to be reviewed. On the other hand, some gaps may have a role in providing for biodiversity or may have landscape or other attributes. The detailed boundaries of Gaps are not considered at this stage as this matter is too detailed for the Core Strategy.

Option1 : Retain existing approach	Option 2 : Review function and extent of ‘gaps’	Option 3 : Create an alternative approach
To retain all the strategic and local gaps as defined in the adopted Local Plan	To consider amendment and / or deletion of some of the gaps Please specify which ones should be reviewed and/or deleted	Develop another form of policy approach to be used to maintain settlement patterns within the District

Question to be inserted

Built Environment

Winchester District is fortunate to have a wealth of historic features ranging from designated historic parks and gardens, conservation areas and listed buildings to the various streets and buildings that form our towns and villages. The concept of the ‘public realm’ has been explored above under the ‘Freedom from Fear’ outcome. An issue for the high quality environment is the impact of development on the areas we

live in and how we can ensure that we are achieving the most effective use of the land that is available.

Housing density is expressed as the number of dwellings (houses, flats etc) per hectare of land. Government planning policy requires efficient use to be made of land, with residential schemes to be developed generally at a minimum of 30-50 dwellings per hectare. There is an emphasis on higher densities on sites close to town centres and public transport corridors. Research undertaken in reviewing the 2001 Urban Capacity Study has revealed that in schemes permitted from 2001-2006 there have been higher average densities on small sites (less than 5 dwellings/0.17 ha), with many over 30 dwellings per hectare. Large sites (greater than 5 dwellings/over 0.17 ha) often failed to achieve 30 dwellings per hectare, although larger planned urban extensions have delivered over 40 units per hectare and the development planned at West of Waterlooville is also expected to achieve in excess of 40 dwellings per hectare.

Given the scale of housing development required in the District and the need to maximise the use of available land it is critical that sites are used efficiently. If sites within the existing built-up areas are not built to the highest appropriate density, more greenfield/edge of settlement sites will be needed to ensure that the targets set in the South East Plan are met. Conversely, concerns were expressed through the community consultation exercise about the character of the District's settlements being damaged by uncharacteristically high densities.

The spatial strategies set out earlier in this paper include various options for housing densities, using varying assumptions about the balance between making efficient use of land, conserving important character and avoiding unnecessary loss of undeveloped land.

Open space, Recreation and Green Infrastructure

Open spaces, whether formal parks and gardens or more informal green areas, are a useful link between the issues of townscape and landscape discussed above. Various forms of open space, sport and recreation are essential to the health and wellbeing of communities. The adopted Local Plan has implemented recreational space standards for many years to ensure that each community has access to appropriate amounts of space to meet their present and future needs. This requires new housing developments to contribute to providing for sufficient children's play space, sports pitches and general recreational space to meet the needs of its residents. The Council undertakes a regular review of recreational space in the District to assess any under or over-provision.

A detailed 'Open Space, Sports and Recreation Study' has been undertaken on behalf of the Council by consultants (Inspace Planning Ltd). The study aims to 'provide local people with networks of accessible, high quality open space, sports and recreation facilities in both urban and rural areas, which meet the needs of residents and visitors and are fit for purpose and are in sustainable locations.' The study follows the guidelines set out in Planning Policy Guidance note 17 (see www.communities.gov.uk) and includes an examination of:-

- parks, sports and recreation grounds,
- equipped children and young people's space
- informal/amenity green space
- (accessible) natural green space
- allotments
- churchyards and cemeteries

- routeways and corridors
- sports halls and swimming pools
- village halls and community buildings
- synthetic turf pitches
- other built sports facilities (athletics tracks, indoor tennis, indoor, bowls, health and fitness suites etc)

The study concentrates on those open spaces, recreation and sports facilities which offer a recreational opportunity and are accessible to the community, either informally or on a managed basis. It concludes that the standards currently operated by the Council should be reviewed to include a wider range of open areas than the existing policy covers, such as parks, natural greenspace and allotments. Following a thorough audit of the location and condition of existing facilities, it identifies shortfalls in provision in various locations.

There are shortfalls of parks, sports and recreation grounds in most parts of the District, whereas children's and young people's provision, and informal open space, are generally adequate except in the Winchester and Denmead areas. Natural greenspace is well provided generally, apart from the Bishops Waltham area, but there is an insufficient supply of allotments in all areas. One mechanism to improve provision is to ensure open areas are provided by new developments, so that both new and existing communities have opportunities to experience adequate levels of provision.

The role of sites which provide an important contribution to 'green infrastructure', but may not be formally protected, should be taken into account, given the development pressures within the District. Natural England has defined green infrastructure as *'Outdoor recreation and sports facilities, parks, gardens and allotments, tracks and pathways, natural and historic sites, canals and water spaces, as well as accessible countryside. It is a network of multi-functional green spaces in urban areas, the countryside in and around towns and the wider countryside'*.

A Green Infrastructure Study has been undertaken, which looks beyond the benefits offered by more formal facilities and concentrates on green spaces as a resource. These need to be valued as important infrastructure in their own right, and can be fundamental in achieving sustainability. They can provide access to the countryside and other open spaces, but can also be to attractive places where people want to be. The study acknowledges that quality of life, and consequential health and wellbeing, is influenced by the quality and condition of the surrounding environment.

The importance of green infrastructure is now being acknowledged more widely and the South East Plan Panel Report suggests a new policy to reinforce its contribution to the wider infrastructure debate, bearing in mind the development pressures within the region and the need to create sustainable communities.

The Open Space, Sports and Recreation study has drawn some early conclusions on open space and recreation provision, including a recommended revised set of standards to be applied to new developments. The Study is also considering the provision of built facilities, including accessibility to them. These standards are very detailed and the options below concentrate on whether the types of open spaces covered by the existing standard should be extended, as recommended by the consultants, and the importance of retaining existing open spaces.

Open space Standards :	
Option 1 : Retain existing approach	Option 2 : Extend matters covered by the standards
Retain the existing standards for open space provision as set out in the adopted Local Plan	Extend the existing standards to include parks, allotments, indoor facilities and natural greenspace as recommended by the Open Space Study
Green Infrastructure :	
Option 1 : Retain existing approach	Option 2 : Introduce a new standard
Retain existing policies in the adopted Local Plan on countryside, biodiversity and open space protection	Introduce a standard for green infrastructure to emphasise the rural aspect of the District and the need to protect sites with a biodiversity interest

Question to be inserted

Infrastructure and Implementation

Throughout this paper there have been numerous references to infrastructure and the need to ensure that this is delivered in a timely fashion to serve new development. This critical matter is a key part of the South East Plan, which emphasises that the development allocations proposed must be supported by the necessary infrastructure improvements, to ensure that potential adverse impact is minimised. At this stage of the LDF the range of spatial options is too wide to suggest specific improvements to infrastructure provision and this matter will be explored further as the LDF progresses. The Core Strategy and other documents within the LDF will have Implementation Plans which will specify what infrastructure and facilities are required and how/when they are to be provided in relation to development.

Transport infrastructure is critical to the delivery of sustainable development, the South East Plan's 'Implementation Plan' and the Hampshire Local Transport Plan propose transport schemes and highway improvements and set the programme for delivering them. Infrastructure improvements do not necessarily need to be within Winchester District to be of benefit to it, for example the possible redevelopment of Waterloo Station in London would enable passenger capacity to be increased on the south-west mainline, including Winchester. Examples of infrastructure proposals which may affect Winchester District which are in the above Plans include:

- Southampton to West Midlands Rail Gauge Enhancement;
- Clapham and Waterloo Major Rail Upgrades;
- A3 Hindhead Improvement;
- Havant Thicket Reservoir;
- Botley Bypass.

Government has allocated funding through the 'New Growth Points' initiative, which will help fund 'strategic' infrastructure improvements in the PUSH area. In addition, developer contributions negotiated at the planning application stage are likely to be used partly to fund infrastructure of sub-regional importance, as well as specific local improvements in relation to new developments.

New development puts pressure on the water utility infrastructure and this may have impacts locally on water abstraction, the quality of water supply and discharges. The impact of these in relation to the requirements of the EU Habitats Directive and the Water Framework Directive, which aim to integrate sustainable water planning and management and apply to all surface and ground water bodies, need to be considered early in the development process. The impact of development on protected habitats has been identified as a potential constraint, particularly in the PUSH area. An Integrated Water Management Study has been commissioned by PUSH to address this issue, and links to the Environment Agency's reviews of water abstraction licences and discharge consents. The outcome of the Study/reviews will influence the detailed measures which may be needed in relation to water issues, but it is not currently anticipated that water issues will prevent the levels of growth proposed in PUSH or the rest of the District from being accommodated.

Water infrastructure and other 'utilities' are generally provided by companies which are tightly regulated and have statutory responsibilities to provide infrastructure for new development and to work within environmental and other regulations. Sites will be identified, where necessary, through the Development Allocations DPD for utility infrastructure to be provided. The Council has consulted with a variety of infrastructure and service providers, but this has not identified a need to allocate sites of such a

'strategic' scale as to warrant mention in the Core Strategy. There are more localised capacity issues, such as at certain individual sewage treatment works (e.g. Chickenhall Lane, Eastleigh, which serves parts of Winchester District). These do not necessarily rule out any of the development options considered in this document, but will need to be taken into account in choosing a preferred development option.

The Government has for some time been exploring mechanisms to improve financial contributions towards infrastructure and other costs, including affordable housing. A national taxation system called the 'Planning Gain Supplement' was proposed but has been abandoned in favour of measures such as 'tariffs' on new development, which would pay for a range of infrastructure and services. As yet there are no details of how and when tariffs might supplement the existing planning agreement system 'Section 106' agreements, which are individually negotiated with developers to secure funding or provision for specific matters. Many small scale developments within the District have made minimal contributions towards infrastructure and services and, with concern from the community that services are under increasing pressure, alternative approaches need to be considered. This will help ensure that all development makes a fair contribution to infrastructure needs.

A tariff system is one option, which provides some certainty over contribution levels for developers and for the community hosting the development proposals. Tariffs may be particularly good at securing contributions from smaller developments, but in large schemes there is likely to be a need for specific items of infrastructure like road improvements, open space and community facilities. At present the Council seeks contributions for open space requirements and the provision of affordable housing, together with any necessary highway improvements. A tariff would enable contributions to be collected for the delivery or improvement of a wider range of infrastructure and services.

Tariffs can affect development viability if set too high or inflexibly and they tend to concentrate on financial contributions rather than physical provision of land or facilities. The current system of developers building or paying for an item of infrastructure can relate better to the needs created by individual developments, especially in large schemes where development can be shown to generate a need for an item of infrastructure. On the other hand it tends to miss potential contributions from small developments and requires negotiations for each development site.

Developer Contributions :		
Option 1 : improve existing system	Option 2 : Introduce a tariff	Option 3 : Create a hybrid system
Make improvements to the current system of developer contributions	Introduce a tariff system to secure financial contributions from all developments, towards physical and social infrastructure	Create a hybrid system which requires tariffs but allows developers to offset this by providing specific infrastructure
Exceptions :		
Option 1 : No exceptions	Option 2 : Some Exceptions	
No exceptions - all forms of development to contribute to a tariff	allow some land uses/proposals to contribute less or	

or other financial system	nothing (e.g affordable housing)	
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Question to be inserted

What happens next ?

Following consultation on this paper the Council will consider the representations received, along with the findings of the Sustainability Appraisal, together with any technical evidence required to develop a series of Preferred Options. These will then be subject to a further six week consultation period during summer 2008.

Spatial Portrait for the Winchester District

Key Facts – Summary

Winchester District is amongst the twenty most affluent districts in the country. It is the least densely populated district in Hampshire, with over 50 rural settlements. 35% of the population live in Winchester town. The District has a well educated population with 30% being qualified to professional status compared to 20% nationally.

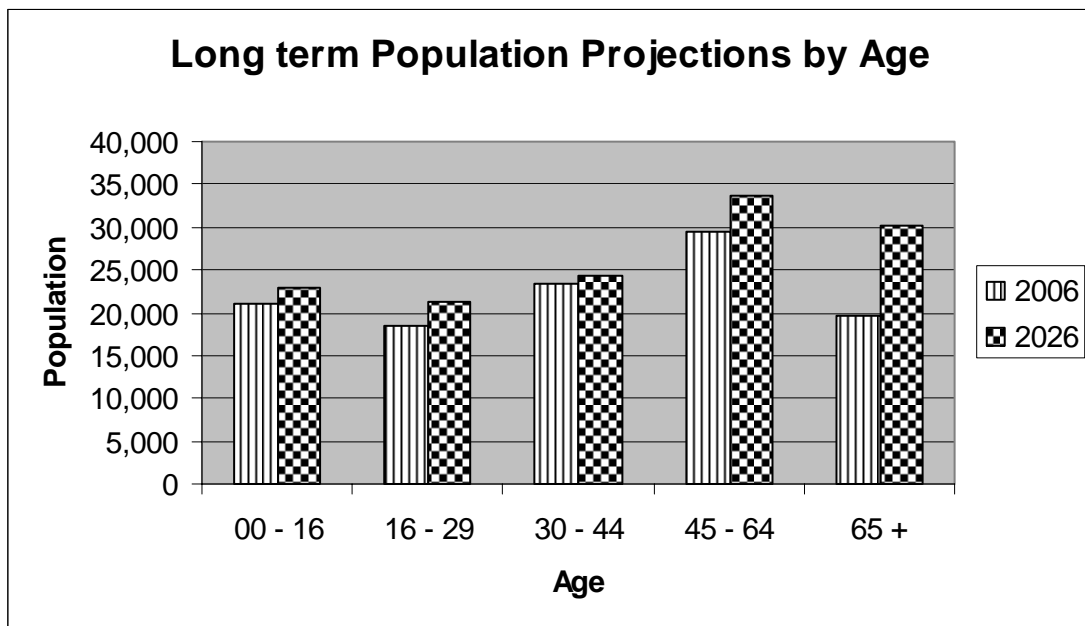
Area of the District

66,107 hectares (225.24 sq miles)

Population

2001 Census: 107,222;
 2006 ONS mid year population estimate: 110,000

The long term population projection shows an increase of 25,057 between 2001 and 2026, with projections indicating an increasing aging population with nearly a quarter of the population over the age of 65 by 2026.



Source: Long Term Projections, Hampshire County Council

Ethnicity (2001)

97.8% of the population is white. The table below shows the percentages of all 16 ethnic classifications used in the 2001 census for Winchester.

	Group	Total	Percentage
	Total Population	107,222	100%
1	White: British	101,669	94.84%
2	White: Irish	750	0.70%
3	White: Other White	2,468	2.30%
1+2+3	Total: White	104,907	97.84%
4	Mixed: White & Black Caribbean	142	0.13%
5	Mixed: White & Black African	86	0.08%
6	Mixed: White & Asian	283	0.26%
7	Mixed: Other Mixed	197	0.18%
8	Asian or Asian British: Indian	382	0.36%
9	Asian or Asian British: Pakistani	44	0.04%
10	Asian or Asian British: Bangladeshi	180	0.17%
11	Asian or Asian British: Other Asian	133	0.12%
12	Black or Black British: Black Caribbean	118	0.11%
13	Black or Black British: Black African	126	0.12%
14	Black or Black British: Black Other	26	0.02%
15	Chinese or Other Ethnic Group: Chinese	324	0.30%
16	Chinese or Other Ethnic Group: Other Ethnic Group	274	0.26%
4 to 16	Total BME	2,315	2.16%

Source: 2001 Census

It is acknowledge that there has been an increase in economic migrants from within the European Union since the 2001 Census was carried out. At the present time detailed statistics are not available as to the numbers living and/or working in the District

Housing

Average House Prices

Winchester: £330,451

South East: £248,003

Source: Land Registry of England and Wales. Figures are for average house prices at July – September 2007

Tenure (2001)

Owner Occupied = 71%

Social Rented = 16%

Private and other rented = 13%

Income

Average gross weekly pay (median, resident based) 2006:

Winchester: £457.20

GB: £366.40

Employment

Winchester has an above average number of people working in public administration, health and education as well as business and financial services. In contrast there is a lower than average number of people employed in manufacturing.

Main Employment by sector (2005)

	District %	South East %	England %
Banking, finance & insurance etc	24.4	23.8	21.4
Construction	4.5	4.4	4.5
Distribution, hotels & restaurants	20.7	25.6	24.3
Manufacturing	6.3	8.8	11.1
Other Services	5.6	5.2	5.1
Public admin, education & health	33.0	24.6	26.2
Transport & communications	3.7	6.1	6.1
Total	100	100	100

Source: Government Office for the South East Key Facts

Within the market towns and the rural area, the economic study examined the self-containment of the larger market towns (as defined in the Local Plan), which revealed the following :-

Market town	% of working residents who work within the settlement	% of workers who also live in the settlement
Alresford	38.8%	52.6%
Bishops Waltham	31.3%	44.2%
Denmead	20.8%	42.5%
Whiteley	20.4%	5.7%
Wickham	27.3%	31.2%

Source : 2001 Census

Unemployment

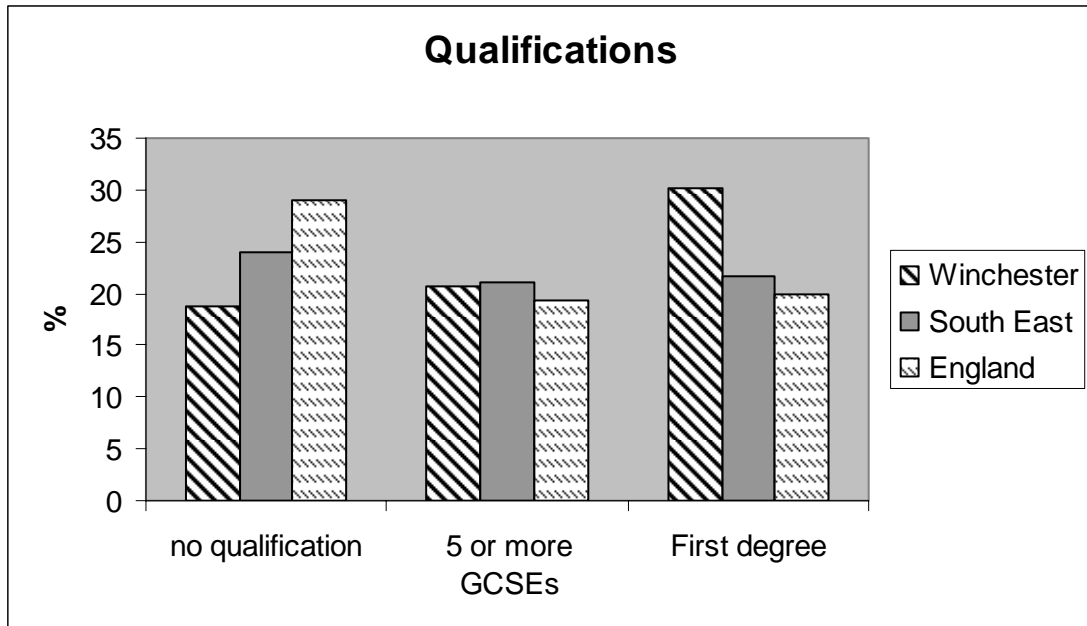
Job Seeker Allowance claimants as % of working age population

Winchester District	Hampshire	South East Region	Great Britain
0.7	1.2	1.3	2.2

Source : NOMIS October 2007

Qualifications (2001)

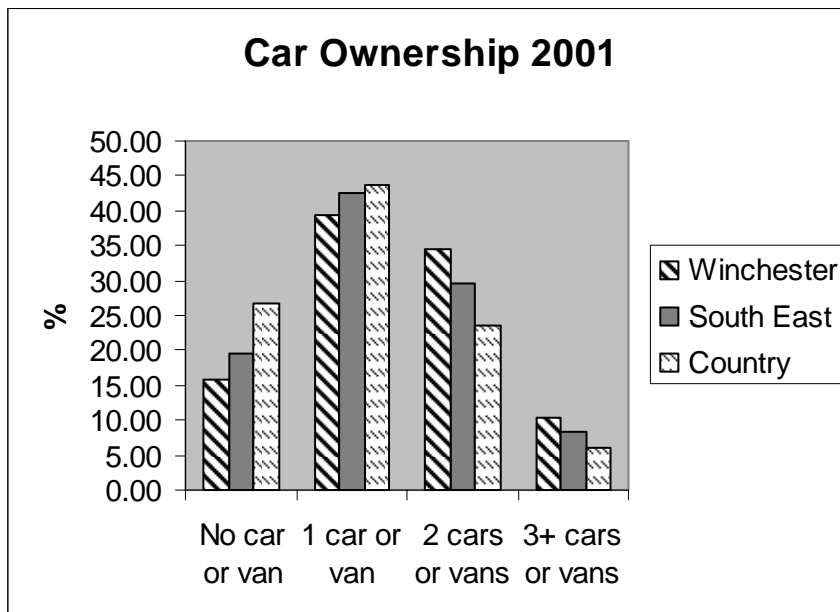
The District has a well educated population



Source: 2001 Census

Car Ownership

In 2001, the population of the District had above average car ownership, with the number of households with two + cars 46% more than the national average.



Commuting

The 2001 Census provided information on the mode of travel to work of residents:-

Mode of travel to work (Census 2001)				
Mode	%	Winchester district	South East	England
Train		4.09	5.63	4.23
Bus		3.23	4.35	7.51
Motorbike		0.99	1.12	1.11
Car/van		58.78	59.18	54.94
Passenger		4.92	5.65	6.11
Taxi		0.21	0.41	0.52
Bike		1.90	3.07	2.83
Foot		13.11	9.91	9.99

Source : 2001 Census

In addition to this, the Economic and Employment Study in analysing Census data found that:

Location	Trips by those who are economically active	Working 'mainly at or from home'	Home-working %
Market towns	10, 996	1,171	10.6
Winchester Town	20,135	1,927	9.6
Rural parts of the District	21,786	3,078	14.1
Winchester District	54, 843	6,379	11.6

The Economic and Employment Study also found that:

- 18000 people commute into the city of Winchester, with 8,600 commuting out.
- 48% of the people working in the District live in the District.
- Most of the people commuting to work into the District come from the urban areas along the M27 corridor.
- The top 3 destinations for out-commuting are Southampton, Greater London and Basingstoke.

Health

The 2001 Census showed that residents of the District considered themselves to be in good health, considerably higher than the national average.

% of population described as having good health			
	WCC	SE	England
Good	74.61	71.50	68.76
Fairly Good	19.48	21.38	22.21
Not Good	5.91	7.12	9.03

Natural and Built Environment

26% of the District is currently within the East Hampshire Area of Outstanding Natural Beauty, this will increase to 40% of the District when the proposed South Downs National Park designation is confirmed.

There are:

- 17 Sites of Special Scientific Interest
- 646 Sites of Importance for Nature Conservation
- 2 Special Areas of Conservation Importance (Itchen valley and River Hamble/Solent Maritime)
- 1 Special Protection Area (River Hamble/Solent and Southampton Water)
- 37 Conservation Areas
- 10 Historic parks and gardens
- 109 Scheduled Ancient Monuments
- 2262 Listed buildings 56 of which are recorded as At Risk

Bibliography

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Towards a Green Infrastructure Strategy for Urban South Hampshire (TEP)	
Gypsy and Traveller Accommodation Assessment (DCA)	www.winchester.gov.uk
Housing Market Assessment (DTZ)	www.winchester.gov.uk
Local Development Scheme	www.winchester.gov.uk
Open Space, Sports and Recreation Study (Inspace)	www.winchester.gov.uk
Policy and Climate Change: Issues and Options	www.winchester.gov.uk
Retail and Town Centre Uses Study (Nathaniel Lichfield and Partners)	www.winchester.gov.uk
Rural Facilities Audit	www.winchester.gov.uk
Statement of Community Involvement	www.winchester.gov.uk
Strategic Flood Risk Assessment (Halcrow)	www.winchester.gov.uk
Sustainability Appraisal & Strategic Environmental Assessment (Enfusion)	www.winchester.gov.uk
Sustainable Community Strategy	www.winchester.gov.uk
Tackling Climate Change (Climate Change Plan)	www.winchester.gov.uk
Urban Capacity Study	www.winchester.gov.uk
Winchester District Local Plan Review (Adopted July 2006)	www.winchester.gov.uk
Hampshire Local Area Agreement	www.hants.gov.uk
Minerals and Waste Core Planning Strategy	www.hants.gov.uk
Hampshire Local Transport Plan (LTP), (March 2006)	www.hants.gov.uk
Hampshire County Council Population Projections	www.hants.gov.uk
South East Plan – Regional Spatial Strategy (RSS9)	www.gose.gov.uk or www.eipsoutheast.co.uk
Winchester District Sports and Physical Activity Strategy 2006 – 2012	www.winchester.gov.uk
Winchester LDF Transport Assessment (WSP)	www.winchester.gov.uk
Winchester – Towards our Future	Winchester Town Forum
Code for Sustainable Homes	Govt.
Planning Policy Statements	www.communities.gov.uk

Glossary

Accessibility

The word 'accessible' is defined in the Oxford English dictionary as 'able to be reached'. Accessibility is more than transport; it is the means of access to facilities with or without travel.

Affordable Housing

Housing provided, with subsidy, for people who are unable to resolve their housing requirements in the local housing market because of the relationship between housing costs and incomes.

Annual Monitoring Report (AMR)

Part of the Local Development Framework, this assesses the implementation of the Local Development Scheme and the extent to which policies in the Local Development Documents are being successfully applied.

Area Action Plan (AAP)

A Development Plan Document which provides a planning framework for a specific geographical area where change is needed or anticipated.

Area of Outstanding Natural Beauty (AONB)

A designation made, under the National Parks and Access to the Countryside Act 1949, to an area of countryside, the natural beauty of which it is desirable to conserve and enhance.

Biodiversity

The range and diversity of life (including plants, animals and micro-organisms), ecosystems and ecological processes.

Brownfield Land/Sites

Previously developed land. Land or Sites containing permanent structures and associated development, such as car-parking, which can be redeveloped for other uses.

Core Strategy

A Development Plan Document which sets out the spatial vision and objectives for the future of the Winchester District up to 2026, with the strategic policies necessary to deliver that vision.

Development Plan

This comprises the South East Plan, the Minerals and Waste Development Framework and the Winchester Local Development Framework.

Evidence Base

The Evidence base is a collective term for the documents, studies, reports and community feedback used to support this Issues and Options Document.

Flood Zone

Depict how flood risk varies over different area of land. Flood zone 3 has a 1 in 200 probability of flooding in a year; Flood Zone 2 has a 100 chance of flooding in a year; Flood Zone 1 has the lowest chance of flooding.

Front Loading

Engaging/consulting with the community in the gathering of evidence and 'Live for the Future' and the analysis of information on which the 'Issues and Options' Document is based.

Government Office for the South East (GOSE)

The regional representative of central government.

Greenfield Land/Sites

Land or sites which have not previously been developed or which were developed but have now blended back into the landscape.

Housing Market Assessment

A report which considers the local housing markets. The assessment looks at a number of key factors, including: the supply and demand for housing; housing and planning policies; the need for affordable housing; and the affordability of the local housing market.

Infrastructure

Basic services necessary for development to take place, for example, roads, electricity, sewerage, water, education and health facilities.

Key Hubs

Accessible service centres where the presence of a range of services and facilities can: support a concentration of economic and social activity and opportunities for significant further change; act as a focus for a surrounding cluster of lower-order settlements and; reduce the need to travel by car.

Local Area Agreement

LAAs set out the priorities for a local area agreed between central government and a local area (the local authority and local strategic partnership) and other key partners at the local level e.g. Hampshire LAA

Local Development Document

A collective term given to the Development Plan Documents and Supplementary Planning Documents.

Local Development Framework (LDF)

The name for the portfolio of Local Development Documents. These consist of Development Plan Documents, Supplementary Planning Documents, a Statement of Community Involvement, the Local Development Scheme and Annual Monitoring Reports, produced by the Local Planning Authority.

Local Development Scheme (LDS)

This sets out the programme and timetable for the preparation and production of Local Development Documents.

Local Gap

An area of countryside designated by the Local planning Authority as a means of conserving the separate identity of settlements. Local gaps are defined in the Local plan to preserve the separate identities of smaller settlements at risk of coalescence and cover locally important areas of open and undeveloped land.

Local Hubs

Settlements with a lower level of service provision than the key hubs, which may have the capacity to accommodate change and provide access to improved local services within the surrounding area and, thereby, contribute to the aim of reducing dependence on travel by car.

Local Reserve Sites

Sites held in reserve for extensions to WDLP Review (2006) Policy H3 settlements. They will only be released if monitoring of the housing baseline requirement shows that housing provision will not be achieved by the other sources identified in the Housing chapter. Local Reserve Sites are subject to countryside policies unless and until the Local Planning Authority identifies a need for them to be released for housing.

Local Transport Plan (LTP)

A strategy which outlines the policy approach to planning for transport anticipated in the District and links land use changes with transport planning.

Major Development Area (MDA)

An area identified in the Hampshire County Structure Plan (Review) and Winchester District Local Plan Review (2006) for large-scale, mixed-use development (2000 or more homes).

National Park

An area designated under the National Parks and Access to the Countryside Act 1949 (as amended). The statutory purposes of National Parks are conservation of the natural beauty of the countryside and the promotion of its public enjoyment.

Open Space

Defined in the Town and Country Planning Act 1990 as land laid out as a public garden, used for the purposes of public recreation, or which is disused burial ground. It should be taken to mean all open areas of public value, including water areas, which offer important opportunities for sport and recreation, and can also act as a visual amenity.

Partnership for Urban South Hampshire (PUSH)

A sub-regional Partnership of 11 local authorities from the New Forest in the west to Havant in the east, set up to co-ordinate economic development, transport, housing and environmental policy within South Hampshire.

Regional Planning Guidance (RPG)

Guidance issued by the local Government Office setting out Government policy to guide development in the region and provide a framework for Structure Plan reviews. Revised Regional Planning Guidance for the South East was published in March 2001.

Regional Spatial Strategy (RSS)

This sets out the region's strategic policies, in relation to the development and use of land and forms part of the development plan for each local planning authority area. For the South East Region the RSS will be The South East Plan and replaces the Regional Planning Guidance.

Renewable Energy/Resources

Energy forms/resources that occur naturally and repeatedly in the environment, such as wind and solar power. Combustible or digestible waste materials are also regarded as renewable sources of energy.

Rural Exception Sites

Small sites, within and adjoining existing villages, which the Local Plan would not otherwise release for housing, which may be developed specifically for affordable housing, to meet local needs in perpetuity.

South East England Regional Assembly (SEERA)

A representative organisation of local authorities in South East England which considers regionally important land-use and transportation matters and provides advice to the Government for inclusion in Regional Spatial Strategies.

South East Plan

The Regional Spatial Strategy for the South East. The policies within the LDF must be in accordance with this plan.

Spatial Planning

This moves the focus from a traditional land-use planning approach based on the regulation and control of land to a more inclusive approach which aims to ensure the best use of land by assessing competing demands. To carry this forward social, economic and environmental factors are taken into account in producing policies or decisions which promote sustainable development and influence the nature of places and how they function.

Statement of Community Involvement (SCI)

Sets out the standards which local authorities will achieve with regard to involving individuals, communities and other stakeholders in the preparation of Local Development Documents and in development control decisions. The Council's current Statement of Community Involvement was adopted in January 2007.

Strategic Development Area (SDA)

A key element in the South Hampshire sub-regional housing strategy of the draft South East Plan. Two SDA's (in Fareham Borough and to the north and north-east of Hedge End, but with their precise form and location yet to be established) would represent major greenfield development which, nevertheless, sought to protect the identity of existing individual settlements.

Strategic Environmental Appraisal (SEA)

A generic term used to describe environmental assessment, as applied to plans, policies and programmes. The European 'SEA Directive' (2001/42/EC) requires a formal 'environmental assessment of certain plans and programmes, including those in the field of planning and land use'.

Strategic Flood Risk Assessment

Highlights the potential level of risk of flooding on land throughout the District.

Strategic Gap

An area of countryside which is of special value for its role in preventing the coalescence of urban areas and protecting their separate identities. The general extent of Strategic Gaps is set out in the Structure Plan and defined in detail in the Local Plan and must only include land necessary to achieve these objectives.

Supplementary Planning Document (SPD)

Provides additional information and guidance in regard to the policies in Development Plan Documents. Does not form part of the Development Plan and is not subject to public examination, but must include public consultation.

Sustainable Communities

Winchester City Council has defined sustainable communities as "Great places to live, work and do business, but also take care of the environment and leave a good legacy for future generations."

Sustainable Development

There are numerous definitions of sustainable development. The most widely agreed definition comes from the 1987 Brundtland report, namely: "Development that meets the needs of the present without compromising the ability of future generations to meet their own needs".

Sustainability Assessment (SA)

A tool for appraising policies and proposals, to ensure that they reflect sustainable development objectives based on a range of social, economic and environmental factors. This is required for all Local Development Documents.

Sustainable Community Strategy

The high level visioning document for an area, dealing with wide social, economic and environmental issues that affect the District. This document guides the direction of the Local Development Framework.

Winchester District Local Strategic Partnership (LSP) The Winchester District Strategic Partnership (WDSP) is made up of all partnerships working in the District towards the Sustainable Community Strategy, overseen by a few key partners.

**(Regulation 25 Statement)
Core Strategy: Issues and Options
Summary of Early Engagement: 2007**

Introduction and Context

Community and stakeholder consultation and engagement are key components of any Local Development Framework (LDF). Development Plan Documents (DPD), such as the Core Strategy, lead the production of Winchester's Local Development Framework that the Council is required to produce, under the new planning system introduced by the Planning and Compulsory Purchase Act 2004.

The Council has a duty to involve the community and stakeholders in the preparation and production of the portfolio of documents that make up the Local Development Framework for the District. All consultation must be in line with the Council's Statement of Community Involvement (SCI).

The SCI sets out the Council's consultation principles for the preparation of Local Development Framework documents and for the planning application process. The SCI was formally adopted in January 2007 and all consultation must now comply with the principles set out in that document.

The LDF programme 2005 – 2007

The Council's Statement of Community Involvement

Commencing in August 2005, the first major part of community and stakeholder involvement was undertaken to coincide with the Council's early work on producing its draft Statement of Community Involvement. That initial programme involved a number of specific events and presentations which included a 'reaching-out' event, designed to achieve direct engagement with residents and representatives of different community and interest groups drawn from across the District.

To complement this, an in-depth 'visioning' event was held and other meetings attended and presentations given e.g. Community Events and Young Persons events. All these were aimed at involving fewer numbers but gathering information and feed-back in greater detail.

These early consultations were further supported by producing a questionnaire intended to widen the dialogue with the community and stakeholders. This was sent out to organisations and individuals who had previously been involved with the planning policy process, or had expressed an interest in becoming involved in the new LDF process.

Responses were recorded on a database which is held as part of a consultation management system. This database has enabled the Council to maintain a list of all those who have expressed an interest in the Local Development Framework and wish to be informed of progress on relevant LDF documents.

Developing the Core Strategy

Commencing in February 2007, under a campaign entitled 'Live for the Future' the key stages of community and stakeholder engagement on the early development of Winchester's Core Strategy were initiated. The Council has made every effort to

involve a range and number of stakeholders beyond the minimum requirements of the Regulations and, as such, has been using a variety of methods to ensure that as many people as possible have had the opportunity to become involved.

Methods of engagement and evidence-gathering have included:

- Community events at eight of the District's principal settlements: Bishops Waltham, Denmead, Kings Worthy, New Alresford, Otterbourne, Whiteley, Wickham and Winchester (two events, Weeke and Stanmore) during February and March 2007
- Stakeholder 'Visioning' Event: March 2007
- Young Persons Event: April 2007
- Primary School visit: April 2007
- 'Live for the Future' Questionnaire to accompany the workshops
- Flier - Leaflets mailed out to Parish and Town Councils, consultees on our database and distributed at various events.
- Attendance at meetings held by other groups and organisations.
- Citizen's Panel Questionnaire: October 2006
- Use of the 'winchester.gov.uk' website.
- 'Live for the Future' e-bulletins` issued in February, July, August and November 2007
- Promotional material displayed at 'road shows' i.e. recycling and tourism.
- Letters to stakeholders and consultees.

We have informed and consulted a wide range of people, including:

- Elected Members
- The Winchester District Strategic Partnership
- The Winchester Black and Minority Ethnic Engagement Project
- Parish and Town Councils
- Local Schools
- Stakeholder organisations
- Key infrastructure and service providers
- Local community groups and members of the public

In addition we have included the LDF on the agendas of other meetings, for example, the Winchester Town Forum and Developers Meeting.

A 'Live for the Future Report' was produced this sets out the key events listed above, including details of the format, participation techniques and results. This can be viewed and downloaded from the Council's web site: www.winchester.gov.uk/environment_and_planning/planning/local_development_framework.

Key engagement activities in 2007, during the preparation of the Issues and Options Consultation Paper for the Core Strategy, have included:

January:

- Briefing material sent to District and relevant County Councillors
- Alerts and briefing material sent to Town and Parish Councils
- Attendance at LSP meeting
- Stakeholder consultation with service providers
- Invitations issued to parish councils, stakeholders and local community groups to attend the workshops

February:

- Community Events (four)
- Leaflet mail out to stakeholders, consultees
- Mail out to interested parties from database

March:

- Community Events (five)
- Stakeholder 'visioning' event
- Contact made with key service providers

April:

- Young Persons Event/ Primary School visit
- Meeting with Hampshire County Council

May:

- Town Council meeting, by request – New Alresford

September

- Local Strategic Partnership Executive Board Meeting

October

- Attendance at Winchester District Strategic Partnership 'Strategic Outcomes Groups'

November

- Annual Winchester District Strategic Partnership 'Housing Forum'
- Attendance at Winchester District Strategic Partnership 'Strategic Outcomes Groups'

Issues and Options Consultation: January 2008

The Issues and Options paper, which represents a key stage in the development of the District's Core Strategy, will be available for formal public consultation for a period of six weeks, commencing on January 3rd 2008. However, in order to emphasise the importance of this consultation and to maximise, both local awareness and District-wide responses, early press releases/e-bulletins will be issued and documents made available from the week commencing Monday 10th December 2007.

The Issues and Options paper will be available on the winchester.gov.uk website for comment and the full document can be freely downloaded. Respondents who are not already register on the LDF consultation database will be able to complete the on-line registration by following a simple link from the home page. Consultees who are already listed on the database will be contacted by e-mail (or by letter, if this is requested), in order to provide them with further information about the Issues and Options consultation. All statutory and other, general consultees as specified in the SCI will be informed of the availability of the document and its supporting papers.

The District's Parish and Town Councils, as well as Parish Councils beyond the District but adjoining its boundary, will also be directly alerted to the consultation and asked to comment. In addition, a questionnaire will be placed on the Council's website: winchester.gov.uk and will include brief background detail. A hard copy version of the questionnaire will also be made available on request. A summary map will be produced to highlight some of the key factors and spatial elements which the Issues and Options paper is focusing on.

Copies of the Issues and Options paper will be distributed to local libraries within and adjoining the District.

A series of workshops will be held at locations in five of the District's settlements:- Bishops Waltham (8th January), Whiteley (10th January), Denmead (15th January), New Alresford (16th January) and Winchester (17th January).

It is the Council's intention to continue to engage the community and stakeholders in an iterative process throughout the production of the Core Strategy and other Development Plan Documents which form the Local Development Framework. This is in accordance with the SCI, as set out on pages 18-21. To further coordinate the overall programme for consultation and engagement the Council has put in place a Communication and Marketing Plan.

The next key stage of public consultation on the Core Strategy will be in summer 2008, when the Council will be consulting on its preferred options.

Marketing and Communications Plan LDF –Core Strategy Issues and Options Paper	
The Issues and Options paper will present some difficult concepts and decisions for residents, and may well result in some anxiety and opposition. We need to make it clear that there are difficult but very important decisions to be taken but still keep in mind that there are some issues such as housing where the questions are not 'if' but 'where'.	
Timescale: Paper published w/c 26 Nov Consultation opens 3 Jan 08 for six weeks	
Campaign Components: Live for the future: this is your place, so help us plan it Start of engagement campaign – “Make your New Years resolution make a difference”	
Two part phased campaign Initially previous consultees and interested parties including Members and Parish Councils – wider general public but to a less focused extent at this point	
Perspectives Magazine article – giving timescales and where to look for information	Delivered to all households between 27 October and 11 November. Also available online.
Parish Magazines – deadlines for magazines now collected and relevant information submitted about the five stakeholder events	Information issued on 26 October to parishes Denmead included info in Winter 2007/2008 edition of 'Parish Scene' Re-issues with visuals 29 th Nov
Parish Connect – regular articles in the run up highlighting the need for Parish Councils to get involved and ensuring they are aware so it does not get lost over the Christmas period.	27 th November reminder and confirmation of workshop dates in December issue
E-bulletins – issued to those who have been involved already and are signed up to receive them.	29 th November w/c 10 th December w/c 1st January
Website – pages go live when paper issued including report, summary and map of the district. - Link to WDSP website - Put stakeholder events in our events calendar - Send links to schools and university to go on their websites	Starting 10 Dec
Members need to be given briefing fact sheets to help in their discussions with residents. Also have Member briefing.	As soon as finalised report is issued Member briefing session 28 th November
Regular MBN item explaining the process and what 'issues and options' means	Starting in November for three weeks (all completed)
Dates of consultation and meetings sent to City of Winchester Trust Secretary for their website to ensure they are aware of the consultation coming up	Sent early November

Article written for the North Hants Chamber of Commerce magazine – highlighting connections to and implications for businesses	Article written in November for December issue
Second phase: primarily focused on residents and encouraging new involvement in the process	
Further push needed in January when people can actually comment – I suggest this is when we put the posters up with the map and spark some more debate. We do not wish to annoy people by encouraging debate and then having no way to make comments.	03 Jan
Briefing with Hampshire Chronicle to hopefully generate a feature for the paper.	In the run up to Christmas or in early January
“Make your new years resolution make a difference” Map with visual quick impacts	Poster and on-line campaign starting 3 Jan to align with consultation opening. Emotion Humanise Call to action – 2-way relationship