

CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE

21 OCTOBER 2008

WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK – CORE STRATEGY
ISSUES AND OPTIONS – FEEDBACK ON CONSULTATION RESPONSES AND
SUGGESTED PREFERRED APPROACH – VISION, OBJECTIVES, SPATIAL
STRATEGY, HOUSING MIX AND REDUNDANT RURAL BUILDINGS

REPORT OF HEAD OF STRATEGIC PLANNING

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RECENT REFERENCES:

CAB 1568 – Winchester District Local Development Framework – Core Strategy
Issues and Options (Cabinet (Local Development Framework Committee) - 6
December 2007

CAB 1696 – Winchester District Local Development Framework – Core Strategy
Issues and Options – Initial Feedback on Consultation (Cabinet (Local Development
Framework Committee) - 15 July 2008

EXECUTIVE SUMMARY:

This report draws together some of the results of the consultation exercise carried out at the beginning of 2008. Members have already seen a summary of those outcomes, CAB1696(LDF). This report sets out a detailed analysis of responses received in respect of some parts of the Core Strategy and suggests a preferred approach to be followed. The issues covered in this report are the Core Strategy Vision, Objectives, Spatial Strategy and the topics of housing mix and redundant rural buildings. Further reports will be presented to future meetings of this Committee covering the remaining areas/topics.

A further matter raised is the revised programme for Core Strategy preparation, following the revisions to PPS12 (CAB 1695 (LDF)) and subsequent legal advice sought to clarify the implications of this for the Winchester LDF. It has become apparent that Core Strategies are expected to allocate sites that are considered central to the achievement of their development strategies. This will require

additional work not originally envisaged at this stage which will impact on preferred options preparation.

This report recommends that the Core Strategy's vision and objectives are amended to make them more 'locally distinctive'. This reflects Government advice that Core Strategies' visions should not be so general as to be applicable anywhere. Changes are also made to the proposed spatial split of the District, to reflect comments made on this and the development options and further assessment of the evidence base.

In terms of housing mix, it is recommended that the Core Strategy provides a strategic guide to housing mix which is flexible enough to be long lasting and provides the basis for more detailed policies to be developed, if necessary, in future Development Plan Documents or Supplementary Planning Documents. Such documents could set out processes, more detailed objectives and criteria to inform mix, including design and quality criteria on individual sites and the methodology for correcting drifts over the plan period to particular housing types that do not meet local needs.

With regard to redundant rural buildings, it is recommended that the conversion of rural buildings for housing should be seen as an 'exceptional' occurrence which responds to a local need and thus would justify restrictions on occupancy, as with other exceptions housing, to accord with Government policy which favours economic uses in the first instance.

RECOMMENDATIONS:

1. That the recommended actions in relation to the Core Strategy's options on Vision, Objectives, Spatial Strategy, Housing Mix and Redundant Rural Buildings (Appendices A-E) are agreed and incorporated when developing the 'Preferred Options' version of the Core Strategy for consultation.
2. That Members note the revised timetable for Core Strategy preparation and publication of the 'preferred options' stage.

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DETAIL:

1 Introduction

- 1.1 The Committee has previously been presented (CAB 1696(LDF)) with an overview of responses from the Core Strategy Issues and Options consultation which took place earlier this year. It was then only possible to present a broad summary of consultation responses due to the large number of responses received and the complexity of many of these.
- 1.2 In addition, at that time only about 80% of responses had been fully recorded this task has now been completed, enabling a more detailed analysis of responses to be made. It was therefore impossible to pre-empt what a 'Preferred Option' may constitute at that time, although it was acknowledged that this process is complex and needed to be assessed in light of the range of technical evidence available, assessment against the Sustainability Appraisal (which is a key tool to ensure that the emerging preferred options are aiming towards sustainable development) and planning guidance set out at both national and regional level.
- 1.3 Since that meeting the Secretary of State has published the Proposed Changes to the South East Plan and the City Council's recommended response to this is set out elsewhere on this agenda (report CAB1729(LDF) refers). However, a key consideration for the Winchester LDF and indeed the Core Strategy is some of the changes to the policies that the LDF has to comply with. Moreover the housing requirement for the whole of the Winchester District has increased to 12,740 over the 20 year period from 2006 to 2026, which has implications for the spatial development strategy to be followed through the Core Strategy.

2 Amendment to Core Strategy timetable

- 2.1 Following publication of changes to PPS12 in July (CAB 1695 (LDF)) refers and subsequent legal advice sought as to the content and process being followed for the preparation of the Core Strategy, it has become apparent that significantly more work is required at this stage than originally envisaged, particularly in relation to the allocation of 'strategic sites' for development in the Core Strategy. PPS12 para 4.6 states "*Core strategies may allocate strategic sites for development. These should be those sites considered*

central to the achievement of the strategy”, and this is reiterated by GOSE who also advise that to ensure these sites are deliverable it is essential to establish where they are and how will they be delivered and by whom. This requirement therefore puts more emphasis on the issue of evidence and infrastructure to ensure that, firstly, the sites chosen are the best in terms of consideration against all other reasonable alternatives and, secondly, they are deliverable with regard to the infrastructure requirements needed for implementation. This means that if the site is reliant on a critical piece of infrastructure then this is specifically programmed within a known timeframe and has reasonable prospects of being delivered. If this is not the case then there must be a plan in place to ensure that the strategy is delivered within the required timeframe.

- 2.2 The allocation of sites goes beyond the original intentions for core strategies, as expressed in the earlier PPS12 guidance, where only the broad identification of land to meet the development needs was required and then the specific sites would be identified through an additional development plan document.
- 2.3 It was the intention that the draft Core Strategy ‘preferred options’ document would be reported to the December meeting of this Committee for approval for consultation purposes. This recent advice will require additional work to establish those strategic sites for allocation in the core strategy, and this will also need to include any land in Winchester District required for the delivery of both the SDAs at Hedge End and north of Fareham. This may be development land, as in the case of Hedge End, or land required to support the implementation of the SDA in the form of green infrastructure, such as at Fareham. It is anticipated the additional work will extend the programme for publishing the ‘preferred options’ document by approximately 3 months.
- 2.4 A suggested revised timetable is set out below. GOSE has recently made available an indicative programme for core strategy production which envisages faster progress in the early stages, the following however reflects the changes to the LDF regulations which has had an impact on our timetable:-

stage	date
Regulation 25 consultation (informal consultation) on ‘preferred options’	March/April 2009
Regulation 27, 28, 29 consultation (statutory consultation)	December 2009
Proposed submission	
Submission Stage (Notification)	Mid 2010

Section 20 of Act and Regulation 30	PINS guidance following submission =
Public Examination	Week 1 submission to PINS Week 8 pre-hearing meeting Week 14 hearings commence (average = 8 days) Week 17+ onwards – reporting Week 26 fact check dispatched Week 29 final report to LPA
Adoption	Early 2011

3 Consultation Exercise

- 3.1 The consultation commenced on 3 January 2008 for a six week period, although the document and response forms were available to interested parties from mid December 2007. The consultation questionnaire was available in paper form and on-line (the latter generating some 413 responses). The questionnaire, although lengthy, was a straightforward 'tick box' format with space for individual comments. The Core Strategy Issues and Options paper was publicised widely by way of media coverage (including 'Perspectives'), public notices and individual communication with many consultees. Statutory consultees were sent their own copies of the document.
- 3.2 In total some 2,859 people and organisations made representations on the Issues and Options paper, amounting to well over 3,000 pieces of correspondence (some people submitted multiple responses although each point has only been counted once per person/organisation). As the questionnaire included many questions on a range of matters, the total number of 'comments' exceeded 47,600. Many responses were received which did not sit within the standard questionnaire format, in these cases, the responses were assigned to an appropriate questionnaire number to aid recording and analysis.

4 Assessment of Responses

- 4.1 Due to complexity of the Core Strategy and the many matters examined in it, this report only includes analysis of specific areas and focuses on those comments that relate to the following parts of the Core Strategy :-
- Spatial Vision (Appendix A)
 - Strategic objectives (Appendix B)
 - Strategy for spatial distribution (Appendix C)

These three areas are critical for setting the context of the Core Strategy and lead the way for the remainder of the document.

4.2 In addition two of the 'topics' included in the Issues and Options paper that fell within the remit of the Core Issues are also included :-

- Housing Mix (Appendix D)
- Redundant Rural Buildings (Appendix E)

Due to their size and complexity, the background papers and supporting documents can be viewed on the Council's website:

www.winchester.gov.uk

4.3 The appendices therefore examine in detail the responses to the relevant parts of the Core Strategy Issues and Options and assess them in terms of compliance with the evidence base, national and regional planning guidance and the results of the sustainability appraisal. Officer comments are included together with a suggested action. At this stage it would be premature to include the specific detail of a preferred option without the benefit of consideration of the remaining parts of the Core Strategy, which is necessary to ensure consistency.

4.4 Further reports to this Committee will be made presenting the complete Core Strategy 'Preferred Options', which will include background contextual information together with proposed policies and proposals, together with a key diagram.

5 The Spatial Vision

5.1 The Spatial Vision was developed following careful consideration of views and comments from a variety of stakeholders and interested parties. For example, at the Visioning Stakeholder Workshop which was held on 22 March 2007 in the Guildhall each participant was invited to identify up to three key issues for sustainable development, spatial planning and the Winchester District. Subsequently, they were invited to accord weightings to those issues that they thought to be most important.

5.2 Consideration was also given to the Winchester Town Forum's Vision for Winchester and to the outcomes of events such as the Members' roundtable session and officer's workshop devoted to Sustainable Development Visioning held in March 2007.

5.3 This provided the foundation for the Spatial Vision as eventually formulated, which embraces the foremost issues for the Council to tackle through its spatial strategy. Given that over 60% of consultees agreed with the Vision, and given that the majority of those commenting wished to see only minor changes to the Vision, it is clear that it generally strikes the right note. Other than those consultees wishing to see complete replacement of the Vision, consultees were predominantly concerned with the second part of the statement and with the environmental element in particular.

- 5.4 Since the Sustainable Community Strategy Vision and Spatial Vision were first drawn together, government guidance has made it clear that 'local distinctiveness' is required in these Visions. In commenting on other Council's Spatial Visions, the Government Office for the South East has placed great importance on this. Consequently, the proposed revisions will concentrate on the development of a specific and local focus for the Spatial Vision, as well as responding to detailed changes suggested by respondents.

6 Strategic Objectives

- 6.1 The Objectives underpin the Vision to provide a clear forward direction for the District. They have been derived from a range of considerations and reflect many issues of concern in Winchester. The Objectives form the crucial link between the vision and the core strategic policies.
- 6.2 Around 800 people responded on the proposed strategic objectives and responses were in general support. A number of detailed comments were however submitted suggesting amendments to the detailed wording, these will need to be examined in relation to the changes to the Spatial Vision, to ensure that all matters expressed in the vision are reflected in the objectives.

7 Strategy for Spatial Distribution

- 7.1 An issue that was obvious from the commencement of the preparation of the Issues and Options paper was the diverse nature of the District and the way in which it functions. Winchester Town 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 their work and shopping needs rather than Winchester itself.
- 7.2 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 which falls within the Partnership for Urban South Hampshire (PUSH).
- 7.3 The initial findings of this and other studies, together with feedback from the Winchester community, led to the conclusion that a way forward for the Core Strategy would be to look at the main areas of the District from a spatial perspective. This provides the ability to fully explore the potential that the different parts of the District can offer in terms of growth, sustainable development and diversity.

- 7.4 Consequently the following strategy for spatial distribution was set out in the Issues and Options paper :-
- 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)
- 7.5 From the consultation responses received there was no obvious agreement or disagreement for this approach, but many comments were received that related to the nature and function of the market towns and rural villages situated in the south of the District that fell both within the Market towns and the rural area category as well as within the PUSH category. The papers appended therefore explore the alternative suggestions made and propose an alternative way forward taking into account the evidence base and consultation responses.
- 8 Housing Mix
- 8.1 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 a very high proportion of larger houses.
- 8.2 One matter that came to light through early community consultation is the lack of mid-sized dwellings i.e. 2-3 beds for families to aspire to, particularly to retain families within both the larger and smaller settlements so as to reduce commuting. The Issues and Options paper suggested 3 Options:
- 1.Retain the existing approach of providing 50% small units (1 or 2 bed)
 - 2.Change the requirement so that 50% of dwellings should be medium sized (2 or 3 bed)
 - 3.The approach should be fully flexible, with each site being assessed individually to respond to market need.
- 8.3 Responses generally supported Option 3 to assess each site to respond to market need. It is clear that the current policy of promoting smaller units is not favoured by most respondents with the high number of flats, inflexibility and unsympathetic development being amongst the unfortunate consequences identified. The current policy approach responded to the needs as identified some 10 years ago and the Housing Market Assessment shows that these are changing. There does, however, appear to be concern that the market, if left unchecked, will not provide the best outcomes and thus some intervention is needed through planning policy. It is therefore recommended that the Core Strategy provides a strategic guide to housing mix which is flexible enough to

be long lasting and provides the basis for more detailed policies to be developed, if necessary, in future Development Plan Documents or Supplementary Planning Documents.

9 Redundant Rural Buildings

- 9.1 There are many smaller villages in the District, with a limited range of local services and maybe some limited local employment provision within them. 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. The Winchester District Economic and Employment Land Study revealed the potential for traditional rural industries such as farming to expand and diversify, as the economic projections illustrated this sector of the economy is relatively strong.
- 9.2 There is a growing concern about the critical lack of affordable housing within the more rural parts of the District. 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 countryside policies to meet the needs of local people unable to rent or buy property on the open market. While exceptions schemes are a valuable source of supply, local housing needs are still not being met.
- 9.3 The critical nature of this issue in the Winchester District warrants the exploration of alternative measure to deliver more affordable housing. The high levels of unmet affordable housing need in rural parts of the District could, at least in part, be met by relaxing policies on the re-use of redundant rural buildings, which currently allow only conversion to employment uses, to allow for affordable housing.
- 9.4 The Issues and Options paper suggested 2 Options:
1. Retain the existing approach to employment provision within the rural area by relying on the conversion of redundant rural buildings purely for employment purposes.
 2. Relax the existing approach to make it easier to convert or redevelop rural buildings for employment use, or allow redundant buildings to be converted to affordable housing units where there is a demonstrable local need.
- 9.5 The consultation responses revealed general support for affordable housing provision, particularly for families and for more employment opportunities and community facilities in the rural parts of the District. Homes reserved for only for *local* people was also a theme that emerged in some areas.

9.6 There is clearly a need for more affordable housing in rural areas. The use of redundant rural buildings offers some potential to increase supply and adopting a more flexible approach to the re-use of suitable redundant buildings by allowing community and affordable housing uses in addition to employment uses would contribute to the social and economic sustainability of rural communities.

9.7 Government policy favours economic uses and generally resists house-building in the countryside. The conversion of rural buildings for housing should, therefore, be seen as an 'exceptional' occurrence which responds to a local need and thus would justify restrictions on occupancy, as with other exceptions housing.

10 RELEVANCE TO CORPORATE STRATEGY

10.1 The LDF is a key corporate priority and will contribute to achieving the Council's vision through the outcomes set out under various Corporate Strategy headings.

11 RESOURCE IMPLICATIONS

11.1 Meetings of the Committee can be serviced from within existing resources in the Democratic Services Division. The resources for undertaking work on the LDF have been approved as part of the budget process.

BACKGROUND DOCUMENTS:

Questionnaires and comments received in response to the Issues and Options consultation, held within the Strategic Planning Team. Summaries of the detailed responses received are displayed on the Council's web site:

www.winchester.gov.uk/planning/localdevelopmentframework

APPENDICES:

Appendix A : Spatial Vision

Appendix B : Spatial objectives

Appendix C : Strategy for spatial distribution

Appendix D : Housing Mix

Appendix E : Redundant Rural Buildings

Due to their size, the Appendices are attached for Committee Members, Group Leaders and Chairman of Principal Scrutiny Committee only. Copies are also available in the Members' Library and on the Council's Website, via the following link:

<http://www.winchester.gov.uk/CouncilAndDemocracy/ElectedRepresentatives/Committees/CommitteeMeeting.asp?id= SX9452-A78439A1&committee=15084>

Winchester District Development Framework

Core Strategy – Issues and Options

Spatial Vision

Analysis of Consultation Responses

Spatial Vision

Summary of Issue and proposed options

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 District already has a vision expressed in the Sustainable Community Strategy, prepared by the Winchester District Strategic Partnership and adopted in March 2007 by the City Council, the Sustainable Community Strategy says :

“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 identifies five ‘outcomes’ reflecting the elements which need to be fulfilled to achieve the Vision :

- Health and wellbeing
- Safe and Strong Communities
- Economic prosperity
- High quality environment
- Inclusive society

While not all aspects of the outcomes embraced by the Sustainable Community Strategy can be achieved by way of the Local Development Framework, there are many elements which can be delivered in this way. The Sustainable Community Strategy Vision was taken as a starting point and given a spatial perspective in the Core Strategy’s Spatial Vision, reflecting the Council’s key existing strategies, which include the Corporate Strategy, Environment Strategy and Sustainability Strategy.

The Council’s proposed Spatial Vision, as set out in the Issues and Options consultation questionnaire, therefore states :

“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”.

Public and Stakeholder Feedback

Public Workshops (Jan 2008)

The workshops which looked at various aspects of the Issues and Options paper did not look specifically at the matter of the Spatial Vision. However, a number of general concerns about the character of settlements and the importance of heritage can be drawn from the comments reported from the various workshops.

Issues and Options Questionnaire

There were 755 responses to the consultation question 1a on the Spatial Vision, which simply asked "is this an appropriate vision for the next 20 years?", the results were distributed as follows :

<i>Strongly agree</i>	<i>Agree</i>	<i>Neither</i>	<i>Disagree</i>	<i>Strongly disagree</i>
22%	42%	13%	15%	9%

More than 250 consultees took the opportunity offered on the second part of the question 1b to provide additional comments on the suggested Vision. A number of these consultees (16) suggested alternative wording to the Vision, of which one proposed a complete change of emphasis and three proposed complete alternative Spatial Visions.

Issues Arising and Consideration of Reasonable Alternatives

The table below sets out the three alternative Spatial Visions that people suggested and groups together and summarises the other suggestions for specific changes. Common themes arising from those suggestions are:

- Reference to preservation and protection of heritage and landscape as well as promoting and enhancing;
- Extending the Vision to make further reference to heritage and landscape;
- Revising the statement '*New enterprise will deliver sustainable solutions for housing, commerce, transport and other services*' in a variety of ways.

Although many of the other more general comments, from the minor and irrelevant to the substantial, which were received often did not relate specifically to the Spatial Vision, they have been grouped into common points and issues in the latter part of the table.

The table includes an officer response and suggested action.

Spatial Vision – key points arising from comments		
Key Point (Common issues have been grouped)	WCC officer response	Suggested action
Alternative Vision		
Replace entire Spatial Vision with ' <i>Over the next 20 years, Winchester district will maintain and enhance its position as a world class place to live, work and visit whilst reducing its ecological footprint to a globally equitable level.</i> '	The suggested wording is a very broad, relative statement which does not refer to those elements to be addressed by Council policy nor to the diverse and dynamic communities to which the Sustainable Community Strategy refers.	No further action required.
Replace entire Spatial Vision with ' <i>In 2026, Winchester district will have retained its distinctive identity as a predominantly rural area of villages and market towns whilst accommodating the development for the homes and jobs required. It will have taken advantage of the vitality of Winchester town and will have enhanced the economy of the wider district. The special character of the district's natural, historic and built environment will have been maintained and enhanced. Its residents will have an improved quality of life with improved access to a wider range of local jobs, housing and high quality services, facilities and green environment. The</i>	The suggested wording makes reference to aspects of the District which contribute to its distinctiveness. Given the attention now being placed by government on 'local distinctiveness' in Spatial Visions, those aspects will be given further attention.	Vision will be redefined to draw out Winchester's local distinctiveness.

Spatial Vision – key points arising from comments		
Key Point (Common issues have been grouped)	WCC officer response	Suggested action
<i>vision will be achieved in a sustainable manner, so that use of resources and the environment will not restrict their use by future generations.'</i>		
Replace entire Spatial Vision with ' <i>We aim for Winchester district to thrive by producing long term solutions to meet the housing, business and social needs of the community, while preserving the best of our environment</i> '.	The suggested wording is a very broad, relative statement which makes no mention of sustainability or the diverse and dynamic communities to which the Sustainable Community Strategy refers nor does it make reference to the District's heritage. The Spatial Vision also refers to the diversity of communities within the district, an important element of the Sustainable Community Strategy Vision also.	No further action required.
<i>Change of Vision emphasis</i>		
Emphasis of Vision needs to be changed from economic growth. Should prioritise heritage, environment and social inclusion and protect agriculture and countryside, quality of life for the community and future generations, sustainability to address climate change and minimise flood risk, the landscape of Winchester, market town and villages.	The suggested wording makes some reference to aspects of the District which contribute to its distinctiveness. Given the attention now being placed by government on 'local distinctiveness' in Spatial Visions, those aspects will be given further attention. However, the economic underpinning is a fundamental part of the Spatial Vision and of the Sustainable Community Strategy Vision.	Vision will be redefined to draw out Winchester's local distinctiveness but retaining the present thrust.
<i>Rewording of part(s) of Vision</i>		
Various respondents	Preservation and protection	No further action

Spatial Vision – key points arising from comments		
Key Point (Common issues have been grouped)	WCC officer response	Suggested action
suggested Vision should specifically refer to the preservation and protection of heritage and landscape as well as promoting and enhancing.	imply maintenance of the status quo rather than development over time. Enhancement entails managed improvement over time which is the aim of the Vision.	required.
Some suggestions propose that extended reference to the District's heritage and landscape should be made.	The Vision refers quite clearly to the 'rich historical townscape and wider rural landscape'. Additional wording would unnecessarily lengthen the text.	No further action required.
Several comments suggested that various key individual words in the opening of the second sentence should be replaced.	The second sentence is clear in its aim and changing words would undermine that aim. In particular, removal of 'sustainable' would significantly change the thrust of the sentence. In any case, some suggested changes concerned the same words and could not therefore all be accommodated in a revised Vision.	No further action required.
General comments (grouped)		
Vision is too broad and lacks clear meaning.	It is agreed that the Vision needs to be revised to be more locally distinctive and clearer.	Vision will be redefined to draw out Winchester's local distinctiveness.
Greater reference should be made to heritage and environmental protection.	The importance of the District's heritage will be drawn out in a locally distinctive Vision although the current Vision refers quite clearly to the 'rich historical townscape and wider rural landscape'.	No further action required.

Spatial Vision – key points arising from comments		
Key Point (Common issues have been grouped)	WCC officer response	Suggested action
Development needs to be carefully controlled to avoid eroding the character of the District.	See above.	See above.
More specifics required as to how economic strength and other elements can be achieved.	The Vision is an overarching view of the future – detailed actions are matters for consideration in the Core Strategy and accompanying documents.	No further action required.
Development of infrastructure must keep pace with, and preferably precede, new development as already overloaded.	This is a matter to be addressed in the Core Strategy and accompanying documents.	No further action required.
Sustainability is a major issue.	Agreed. Sustainability underpins the entire development framework and is part of the proposed Spatial Vision.	No further action required.
Need to keep in mind the rural settlements and their own characters.	Given the attention now being placed by government on local distinctiveness in Spatial Visions, this will be given further attention.	Vision will be redefined to draw out Winchester's local distinctiveness.
Specific rural settlements unsuitable for expansion – Bishops Waltham, Denmead, Alresford, Wickham all mentioned.	The Council has a responsibility to allocate development sites and it is inevitable that some rural settlements in the District will be considered suitable locations for new development to a greater or lesser extent.	No further action required.

Other Considerations

Government Advice

Planning Policy Statement 1 (PPS1) – ‘Delivering Sustainable Development’ – states clearly that ‘Planning is a tool for local authorities to use in establishing and taking forward the vision for their areas as set out in their community strategies.’ The link between the Local Development Framework and the Sustainable Community Strategy Vision is therefore set out unequivocally. More specifically, PPS1 says *‘In preparing spatial plans, planning authorities should: (i) Set a clear vision for the future pattern of development...’* thus linking the Spatial Vision to the Sustainable Community Strategy Vision.

With regard to the nature of the Vision, Planning Policy Statement 12 (PPS12) – ‘Local Spatial Planning’ – says that local spatial planning aims to *‘produce a vision for the future of places that responds to the local challenges and opportunities, and is based on evidence, a sense of local distinctiveness and community derived objectives, within the overall framework of national policy and regional strategies.’*

In terms of Core Strategy preparation, PPS12 clearly states that Core Strategies should include *“an overall vision which sets out how the area and the places within it should develop.”*

Planning Inspectorate

In its guidance to local planning authorities on dealing with the soundness of Core Strategies and in dealing with submitted Core Strategies, the Planning Inspectorate has emphasised the need to have a strong local flavour to the Spatial Vision.

Regional Spatial Strategy

In the words of PPS12, the Regional Spatial Strategy (RSS), ie the South East Plan, *‘provides the overall spatial vision for the entire region ...’* and thus sets the backcloth for Winchester’s Spatial Vision. The South East Plan’s Vision states that *‘Through the Plan and other measures, the South East will show a sustained improvement in the quality of life over the period to 2026, measured by the well-being of its citizens, the vitality of its economy, the wealth of its environment and the prudent use of natural resources.’* Winchester’s Spatial Vision must therefore take into account those matters highlighted in the RSS.

Hampshire Strategic Partnership - Hampshire Sustainable Community Strategy

‘Shaping Our Future Together’, the Hampshire Sustainable Community Strategy, includes the Vision *‘that Hampshire continues to prosper, providing greater*

opportunity for all without risking the environment' together with eleven long term ambitions. These include providing an environment for business growth and investment, providing necessary infrastructure and services for economic and housing growth, meeting social and affordable housing needs, and conserving and using natural resources more efficiently. The County Council formally adopted the Strategy at its meeting of 18 September 2008 which now forms another part of the backcloth to Winchester's Spatial Vision.

Winchester District Strategic Partnership - Sustainable Community Strategy

While the Spatial Vision is required to align to the Vision of the Sustainable Community Strategy, that Strategy is currently being 'refreshed' and this will provide an appropriate opportunity to bring the Visions of the Core Strategy and Sustainable Community Strategy closer together, given that Planning Policy Statement 12 refers to the Local Government White Paper which strongly encourages local authorities to ensure that their Sustainable Community Strategies take full account of spatial, economic, social and environmental issues.

Sustainability Appraisal

Whilst the proposed Vision has not been subject to formal sustainability appraisal, advice was sought from the Sustainability Consultants acting on behalf of the Council during its preparation, to ensure that it reflected the main components of sustainable development in terms of economic, social and environmental matters.

Recommended Response

There is a broad consensus and general recognition from consultees that the Spatial Vision has the right basis on which the Core Strategy can move forward (64% of respondents agreed or strongly agreed with the Vision). Nevertheless, it is clear from current government guidance and some of the comments that the Vision needs to be refined to provide much more local distinctiveness. The essential elements appear to be in place but need to be carefully articulated to be specific and appropriate to Winchester District.

Recommended Action

To frame a revised Spatial Vision based on the existing Spatial Vision but taking into account recent government guidance and Planning Inspectorate advice together with consultation responses and having regard to the current refreshing of the Sustainable Community Strategy Vision to give a more locally distinctive Spatial Vision.

Winchester District Development Framework

Core Strategy – Issues and Options

Objectives

Analysis of Consultation Responses

Objectives

Summary of Issue and proposed options

The Objectives underpin the Vision to provide a clear forward direction for the District. They have been derived from a range of considerations, including early public consultation, the Regional Spatial Strategy for the South East, work undertaken in preparing Winchester's Sustainable Community Strategy, Winchester Town Forum's Vision for Winchester and the Council's Corporate Strategy. As such, the objectives reflect the drivers for change as identified in the Issues and Options paper and many issues of concern in the Winchester District.

The Objectives are drawn from the issues which have been identified and the Vision. In themselves, the Objectives form the crucial link between the Vision and the policies which begin to translate the objectives into action.

The proposed objectives presented for comment were :

Objective 1: 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;

Objective 2: Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population whilst reducing carbon emissions;

Objective 3: 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;

Objective 4: For the District to mitigate against impacts of and adapt to the impacts of climate change, through promoting lifestyles and maximising the use of technologies that are available to reduce waste and carbon emissions;

Objective 5: 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 and enable people to live close to where they work;

Objective 6: Maximise new opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car.

Public and Stakeholder Feedback

Public Workshops (Jan 2008)

The various workshops which were held at the beginning of 2008 to discuss Issues and Options did not specifically look in detail at the Strategic Objectives which are linked to the Spatial Vision and which indicate the direction of the core policies. From the matters of concern which emerged from the various discussions, though, it would seem that the essential elements of the objectives were correct. The 2008 Workshops Report records the outcome of each local event and some relevant extracts from this Report are set out below :

- Significant economic growth to more sustainable locations
- Target types of industry that will not upset the character and attract local businesses
- Need infrastructure before development – need evidence this will happen – infrastructure must catch up with past development
- Not enough employment opportunities for people 16-21 years
- Need right level of physical infrastructure delivered at the right time in the right place - before housing development
- Some development possible but needs to be in 'right' place
- Recycle old land
- Need better public transport services
- Housing needs to be phased and of right quality
- Lack of facilities for younger people
- Need affordable 'start up' homes
- Development can be a driver of improvements of community facilities
- Need more play space and general sporting facilities
- Developers not putting in enough carbon reduction and renewable energy facilities
- Lack of employment opportunities

Issues and Options Questionnaire

Over 500 people rated their agreement or otherwise with each of the Objectives during the consultation exercise. The responses to question 2 a-f, which asked whether the Objectives deliver the Vision, were distributed as follows :

<i>Objective</i>	<i>Strongly agree</i>	<i>Agree</i>	<i>Neither</i>	<i>Disagree</i>	<i>Strongly disagree</i>	<i>Number of Responses</i>
1	10%	63%	11%	8%	8%	562
2	12%	56%	14%	11%	6%	550
3	52%	36%	6%	4%	2%	556
4	21%	59%	12%	5%	1%	545
5	24%	58%	9%	7%	2%	561
6	31%	52%	9%	4%	3%	547

These figures demonstrate general agreement with all the proposed Objectives, with some being slightly more strongly endorsed than others.

Issues Arising and Consideration of Reasonable Alternatives

The invitation to submit alternative objectives was taken up by 19 consultees, while one suggested an additional Objective. The table below sets out the alternatives received for each of the six proposed Objectives, together with the suggested additional Objective, with an officer response and recommended action. Appended at Annex A are those responses that make very specific suggestions but which do not warrant consideration as reasonable alternatives to the objectives.

Objective 1 : 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		
Proposed alternative	WCC officer response	Suggested action
<i>'Sustain an economy that promotes the varied talents of the District, building on the creative and knowledge based industries that exist, whilst protecting the agricultural, tourism and cultural assets of our historic towns and villages and</i>	This proposed alternative only offers a subtle change to the proposed objective	The precise wording of this objective will need to reflect any changes to the Spatial Vision

Objective 1 : 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		
Proposed alternative	WCC officer response	Suggested action
<i>valued landscapes, by ensuring that there are a range of sites and premises in sustainable locations 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'.</i>		

Objective 2 : Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population whilst reducing carbon emissions		
Proposed alternative	WCC officer response	Suggested action
<i>'Provision of a range of housing type and tenures to address the varied sustainable housing needs of the District's population'.</i>	Sustainability is at the heart of spatial planning and it is most appropriate to refer to reducing carbon emissions in the Objectives to ensure development occurs in the right locations.	No further action required
<i>'Provision of a range of housing types and tenures to address the varied housing needs of the District's population'.</i>	Sustainability is at the heart of spatial planning and it is most appropriate to refer to reducing carbon emissions in the Objectives	No further action required
<i>'Produce a range of housing types and tenures which matches the varied housing needs of the Districts' population whilst reducing carbon emissions;</i>	The suggested wording does not change the emphasis of, the proposed Objective	No further action required

Objective 2 : Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population whilst reducing carbon emissions		
Proposed alternative	WCC officer response	Suggested action
<i>'Ensuring that schemes are in place to enable key workers (such as nurses and teachers) to afford accommodation near to their places of work, while striving to protect the district from overdevelopment'.</i>	This suggested Objective addresses only the matter of key worker affordable housing. However, there are many other housing needs which must be addressed and it would not be appropriate to emphasise this one above all others.	No further action required

Responses to Objective 3 : 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		
Proposed alternative	WCC officer response	Suggested action
<i>'Protection and enhancement of Winchester District's varied environments, whether urban or rural or built or natural, to ensure that the changes we are seeking maintain the District as a special place'.</i>	The proposed change of wording changes the emphasis of this Objective, from those identified as 'most valuable' to 'varied' environments. It is necessary to prioritise as it will not be possible to protect and enhance every environment in the District.	The precise wording of this objective will need to reflect any changes to the Spatial Vision
<i>'Protection and enhancement of almost all of Winchester District's 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'.</i>	This is very open to interpretation and it would be necessary to define what was meant by 'almost all' in practice – which would be omitted and on what basis?	No further action required
<i>'Protection and enhancement of Winchester District's most valuable environments</i>	This is a more comprehensive expression of the proposed Objective. There are some elements which could usefully	Review wording of this Objective to embrace biodiversity and

Responses to Objective 3 : 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		
Proposed alternative	WCC officer response	Suggested action
<i>and wildlife, whether found in urban or rural locations, or involve the built or natural environment, to ensure that the changes we are seeking restore or enhance the District's biodiversity, landscape character and inhabitant's enjoyment of the countryside'. (Natural England)</i>	be incorporated into a reworded Objective, although the suggested additions as a whole are considered too detailed.	wildlife more specifically

Responses to Objective 4 : For the District to mitigate against impacts of and adapt to the impacts of climate change, through promoting lifestyles and maximising the use of technologies that are available to reduce waste and carbon emissions		
Proposed alternative	WCC officer response	Suggested action
<i>'For the District to mitigate against impacts of and adapt to the impacts of climate change, through promoting and maximising the use of technologies that are available to reduce waste and carbon emissions'.</i>	Lifestyle changes are important in reducing waste and carbon emissions. To exclude this element of the proposed Objective would be to significantly diminish the thrust of the Objective.	No further action required
<i>'The District will take steps to reduce climate change as much as possible, and to adapt to any changes that do occur, by promoting lifestyles and using available technology to reduce waste and carbon emissions'.</i>	The first part of this proposed rewording adds a major dimension to the proposed Objective by introducing the notion of actual reduction of climate change as well as dealing with the impacts. In the long term, success in limiting carbon emission ought to lead to a reduction in the extent of climate change but that is probably well	Review this Objective to include reference to the District playing its part in climate change reduction.

Responses to Objective 4 : For the District to mitigate against impacts of and adapt to the impacts of climate change, through promoting lifestyles and maximising the use of technologies that are available to reduce waste and carbon emissions		
Proposed alternative	WCC officer response	Suggested action
	beyond the scope and timescale of the Core Strategy. Implicitly, reducing waste and carbon emissions will help reduce the scale of climate change. However, it may be worth stating this explicitly in the Objective.	
<i>'Promoting lifestyles and implementing processes and technologies that reduce waste'.</i>	Levels of carbon emissions are of great concern and to exclude reference to reduction of carbon emissions in the proposed Objective would significantly diminish the thrust of this Objective.	No further action required
<i>'For the District to mitigate against impacts of and adapt to the impacts of climate change, through promoting lifestyles which are sustainable for the environment and maximising the use of technologies that are available to reduce waste and carbon emissions'.</i>	Reference to the type of lifestyle to be promoted might add clarity to the proposed Objective	Review wording of proposed Objective 4 to clarify preferred lifestyles
<i>'For the District to mitigate against impacts of and adapt to the impacts of climate change, through educating the public and promoting lifestyles to reduce waste and carbon emissions, while minimising the intrusive nature of surveillance on the tax paying public'.</i>	The suggested change to the last part of the proposed Objective is not relevant to spatial planning	No further action required

Responses to Objective 5 : 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 and enable people to live close to where they work		
Proposed alternative	WCC officer response	Suggested action
<i>'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 enable people to live close to where they work'.</i>	Providing facilities close to existing communities to help reduce use of the private car is a key component of this Objective and therefore a rewording that omits that reference reduces the force of the Objective.	No further action required
<i>'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 able to balance their viability with the maintenance of their rural or urban character and encourage sustainable transport alternatives that reduce the use of the private car and enable people to live close to where they work'.</i>	Introduction of the notion of (presumably) economic viability and maintenance of character is not appropriate to this Objective which is concerned with social and physical infrastructure.	No further action required
<i>'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</i>	Encouraging sustainable transport alternatives that reduce the use of the private car comprises an essential part of this Objective and therefore a rewording that omits that reference reduces the force of the Objective.	No further action required

Responses to Objective 5 : 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 and enable people to live close to where they work		
Proposed alternative	WCC officer response	Suggested action
<p><i>attractive and safe places to live and work'.</i></p> <p><i>'Provision of the necessary services and support facilities in the right places at the right time, including health, education, shopping facilities and services that provide for the health, welfare, social, educational, leisure and cultural needs of the community 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 and enable people to live close to where they work'.</i></p>	<p>Introduction of cultural aspects of services and facilities would broaden the scope of this Objective but this could be done without such an extensive rewording as presented in the proposed Objective</p>	<p>Review wording of proposed Objective to include specific reference to cultural services and facilities</p>

Responses to Objective 6 : Maximise new opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car		
Proposed alternative	WCC officer response	Suggested action
<p><i>'Maximise new and all existing opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car'. (Sport England)</i></p>	<p>The Core Strategy is a forward looking document and therefore particular emphasis is placed on taking full advantage of new opportunities.</p>	<p>No further action required</p>

Responses to Objective 6 : Maximise new opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car		
Proposed alternative	WCC officer response	Suggested action
<i>'Maximise new and all existing opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car while providing, protecting and enhancing green infrastructure to include public open spaces, green links and wildlife corridors'. (Natural England)</i>	The Core Strategy is a forward looking document and therefore particular emphasis is placed on taking full advantage of new opportunities. Green infrastructure is a key multi functional resource and should be referred to in the objectives.	Review proposed Objective to include reference to green infrastructure

Proposed additional Objective 7		
Proposed Objective	WCC officer response	Suggested action
<i>'Address the consequences of climate change, especially by protecting the integrity of natural systems and processes including river systems and allowing for habitat and landscape changes. Sustainable construction methods, sustainable drainage systems (SUDS) and the use of local sourced constructing materials and techniques are all to be encouraged'. (Natural England)</i>	This additional Objective has been suggested to address the fundamental issue of climate change. However, Objective 4 already specifically relates to climate change and Objective 3 relates to the natural environment. These objectives could fairly easily incorporate the points embraced by the proposed additional Objective.	Review proposed Objectives in terms of including more specific reference to natural systems and processes and sustainable construction.

Other Considerations

Government Advice

The importance of Strategic Objectives is made clear in Planning Policy Statement 12 (PPS12) – 'Local Spatial Planning' – which states that Core Strategies should include '*strategic objectives for the area focussing on the key issues to be addressed*'.

PPS 12 goes on to say *'The strategic objectives form the link between the high level vision and the detailed strategy. They should expand the vision into the key specific issues for the area which need to be addressed, and how that will be achieved within the timescale of the core strategy'*. The six Objectives which were considered by consultees are intended to form that link.

Planning Inspectorate

In its guidance to local planning authorities concerning the soundness of Core Strategies, the Planning Inspectorate has said that it will be looking at coherence and consistency and examining whether or not *'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'*. The strategic objectives must therefore relate closely to the Vision and to the preferred strategy.

The Inspectorate suggests that one of the key tests on which the independent examination will concentrate on will be the relationship between the objectives and the policies.

Regional Spatial Strategy

The Winchester Core Strategy must comply with the Regional Spatial Strategy (RSS), ie the South East Plan. The South East Plan contains 21 objectives which underpin and guide that Plan. A few of these do not directly relate to Winchester, such as regenerating coastal towns, but the majority are relevant and have been given due weight in framing the Winchester's Objectives such that those Objectives are consistent with the Preferred Spatial Strategy of the South East Plan.

Hampshire Strategic Partnership - Hampshire Sustainable Community Strategy

The County Council formally adopted 'Shaping Our Future Together', the Hampshire Sustainable Community Strategy, at its meeting of 18 September 2008. It contains eleven ambitions, developed from careful assessment of the likely impact of :

- demographic changes leading to an ageing population, smaller households and increasing ethnic diversity
- changes to the economy, including global competition
- housing growth and affordability
- traffic growth
- climate change
- lifestyle trends, including the increasing impact of alcohol misuse, obesity and patterns of consumption and waste
- risks of social exclusion and deprivation in certain pockets of the county and for particular groups.

Many of the ambitions have spatial impact and these will be taken into account when framing Winchester's Spatial Objectives, where these are relevant to the Winchester District .

Winchester District Strategic Partnership - Sustainable Community Strategy

The Winchester Sustainable Community Strategy has five Outcomes to help understand better what the Partnership needs to do to achieve its vision :

- Health and Wellbeing
- Safe and Strong Communities
- Economic Prosperity
- High Quality Environment
- Inclusive Society

Each Outcome contains a list of changes that people expect to see for the outcome to become a reality. Many of these changes have a spatial element or impact and these have been considered and taken into account in framing the Spatial Objectives, as have the drivers for change set out in the Issues and Options Report.

Sustainability Appraisal

Whilst the proposed Objectives have not been subject to formal sustainability appraisal, advice was sought from the Sustainability Consultants acting on behalf of the Council during their preparation to ensure that the main components of sustainable development in terms of economic, social and environmental matters were properly embraced in developing the Spatial Objectives

Recommended Response

The key purpose of the spatial objectives is to illustrate in a meaningful way how the strategy and its policies will contribute to the outcomes outlined in the spatial vision. Guidance suggests that the objectives should be clear, focused and concise but not overly narrow or mechanistic. They must be spatial and relate to the locality.

A number of suggestions expressed above under the reasonable alternatives make useful comments that need to be incorporated when the objectives are revised to reflect any changes to the spatial vision. The revised objectives must however not be over complex or so detailed as to weaken their intention and should be obvious statements of where the District is heading with regard to the topic/outcome covered.

NOT
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Recommended Action

To amend the Spatial Objectives to ensure that they fully reflect the desired outcomes of the spatial vision and provide the link between the vision and the policies expressed in the Core Strategy.

Issues and Options Questionnaire

Some 250 sets of comments were contributed by consultees who responded to Question 2g, covering the whole range of objectives to a greater or lesser extent. These spanned the range from the non-specific 'Build somewhere else' to detailed and specific comments on each objective in turn.

The tables below summarise general comments and the responses received to each of the six objectives, grouped into commonality, with officer responses and recommended actions attached.

General Responses to objectives : do the Objectives deliver the Vision?		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
Protection and enhancement should apply to all features of local importance Should focus on natural environment – already have booming economy Prevent green land being destroyed for more development Need to protect agricultural land Protect villages	The existing objectives cover these points to some extent. Whilst the need to protect villages and land from inappropriate development is acknowledged, the purpose of the LDF and indeed the Core Strategy is to provide a development strategy for the District for the next 20 years to ensure that the development takes place in the right location.	No further action required
Use brownfield sites for homes and employment – protect the countryside Protect agricultural land Housing should be on brownfield sites	The Strategy for Spatial Distribution will be supported by policies to deliver appropriate development in sustainable locations. A sequential approach will be followed but due to the amount of land required to be allocated over the next 20 years this will inevitably require the use of greenfield sites.	No further action required
All too subjective Strategic Objectives could apply to anywhere	The Vision is to be revised to be locally distinctive and clearer. Reviewed Objectives will flow from this and these	Review of Vision and spatial objectives

General Responses to objectives : do the Objectives deliver the Vision?		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>Intention of objectives laudable but poorly drafted</p> <p>Too bland and general to mean anything</p> <p>Individual objectives are too all-embracing – need sub-objectives</p> <p>Too many objectives are soft and none are quantified</p> <p>Objectives valid but interpretation could be abused</p> <p>Some objectives too long winded</p> <p>Say what you are actually going to do</p> <p>All very idealistic</p>	<p>too will need to be clear and concise.</p>	
<p>Transport not adequately addressed</p> <p>Too many objectives anti-motorist – other forms of transport can run alongside cars</p> <p>Rural communities need cars to get to work</p> <p>Car use cannot be reduced until public transport is improved</p>	<p>See responses to Objective 6</p>	<p>No further action required</p>
<p>Area is already overpopulated</p> <p>Further housing would be detrimental to the area</p>	<p>A major element of the Core Strategy is accommodating the new housing which is required in the District. Housing targets must be met</p>	<p>No further action required</p>

General Responses to objectives : do the Objectives deliver the Vision?		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>Further housing is overdevelopment and would strain facilities</p> <p>The market should determine housing types</p> <p>New housing should be appropriate to the needs of the settlements</p> <p>Winchester is at saturation point with housing</p> <p>No mention of sheltered housing for the aged</p> <p>Too much development already</p> <p>Not convinced about need for expansion</p> <p>Retain Winchester with organic growth only</p>	<p>to accord with the Regional Spatial Strategy. 'No new development' is not a viable option. The precise distribution of housing is not a matter for the Core Strategy</p>	
<p>Nice to have but should be put in place for the size of city we now have.</p> <p>Objectives fall beyond powers of local authority</p> <p>Don't accept Vision so cannot agree with Objectives</p> <p>Too driven by economics and politics, not enough attention given to social and human.</p> <p>Should preserve existing businesses not find new ones</p>	<p>General comments submitted by consultees are noted</p>	<p>No further action required</p>

General Responses to objectives : do the Objectives deliver the Vision?		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
Infrastructure issues need to be addressed before anything else		
An objective should be to maintain the individuality of communities in the District Rural communities and countryside have own problems Plan should acknowledge character of different parts of District Objectives not appropriate for small villages	The Strategy for Spatial Distribution will reflect variations across the District and acknowledge the difference between Winchester Town, market towns and the rural area and the M27 corridor urban areas	Review of Strategy for Spatial Distribution
Cultural services should be given as much attention as facilities and transport	The services and facilities listed in Objective 5 are not exhaustive such that appropriate cultural facilities are excluded.	Amend objective to include reference to cultural services and facilities
All the objectives are reasonable and appropriate	Noted	No further action required
Should have an additional objective relating to design standards	Design is an important issue and implicitly cuts across all Objectives and will be dealt with by a Core Strategy design policy.	No further action required

Responses to Objective 1 : 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		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
Utilise existing skills and	Noted. Tourism is an	No further action

Responses to Objective 1 : 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		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>premises before any more development</p> <p>Keep skills base up to date</p> <p>Remove mention of tourism and refer more to high value jobs and training workforce</p>	<p>essential part of Winchester's economy, and its future development and it is rightly referred to in the objectives.</p>	<p>required</p>
<p>Emphasis on economy should be restricted to PUSH area</p> <p>Economic emphasis should be on PUSH area only</p> <p>Inappropriate for small villages</p> <p>Development in rural area will be inappropriate</p> <p>Qualify by stating that new activity restricted to certain sites/areas</p> <p>Add that businesses should be restricted to existing business centres</p> <p>Promote with only small population increase</p>	<p>The purpose of the LDF is to ensure that sustainable development occurs within the District – this requires consideration of environmental, social and economic matters. To exclude one part of these elements, or fail to consider them for the whole District, would undermine the development strategy proposed.</p>	<p>No further action required</p>
<p>Needs to incorporate RSS objectives and PUSH targets</p>	<p>Objectives incorporated in the South East Plan and PUSH targets form part of the overall considerations of the LDF. It would not be appropriate to list all the</p>	<p>No further action required</p>

Responses to Objective 1 : 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		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
	relevant objectives/target in Winchester's Objectives, especially as regional objectives are much wider ranging than Winchester's. The Objective is not the place to restate PUSH targets, which also embrace action by districts other than Winchester.	
Delete 'creation' and insert 'encouragement' Replace 'creation' with 'maintenance' Replace 'creation' with 'sustain'	The reference point of the Objective is the development a new economy not merely the continuation of the present economy.	No further action required
Ensure that all industrial/commercial activity is embraced Should be reworded to specifically include educational establishments Should mention light engineering/manufacturing specifically	The Objective should not be a detailed list of economic activities otherwise it becomes too detailed.	No further action required
Help existing business before new businesses encouraged Improvement of current facilities required before new development Support business and enterprises needed by	General comments submitted by consultees are noted	No further action required

Responses to Objective 1 : 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		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
Winchester not just provide a variety of jobs		
No infrastructure to support more businesses Sites for businesses not likely to conserve the landscape Promotion of industry will threaten historic and valued landscapes Should not be actively promoting or developing Winchester for businesses Need to balance business potential with land availability	The location of new businesses, as with any other form of development, must accord with the development strategy proposed with the aim of achieving sustainable development and meet other requirements.	No further action required
Must be balanced with other objectives and not override them	Agreed. The objectives are an interrelated whole and their relative impacts will be carefully assessed as part of that whole.	No further action required
New businesses will mean more commuting to them	Not necessarily. Live/work units and working from home are becoming more common while improvements in public transport will help reduce commuting in the district. In some locations new businesses are required to provide more better opportunities for residents to live and work locally.	No further action required
Too all-embracing	Noted	No further action required
Create the right environment for the	This is what the second part of the Objective deals with :	No further action required

Responses to Objective 1 : 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		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
economy not the economy itself	<i>'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;'</i>	
Object to basic objective	Noted	No further action required

Responses to Objective 2 : Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population whilst reducing carbon emissions		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>Area already overcrowded – no infrastructure to cope with more businesses and homes</p> <p>Already enough housing and 'affordable' is not affordable</p> <p>Area cannot cope with any more housing</p> <p>Great care needed to prevent overdevelopment in the city</p> <p>Need to put more stress on affordable housing</p>	Housing targets must be met and appropriate housing allocations will be made with suitable provision of affordable housing.	No further action required
Should contain explicit reference to need to provide sufficient housing to meet strategic housing	The LDF must reflect requirements in the South East Plan – there is no need to explicitly refer to this in the	No further action required

Responses to Objective 2 : Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population whilst reducing carbon emissions		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>requirement</p> <p>Need to accommodate strategic housing requirement</p>	Objectives.	
<p>Need to maintain greenfield sites to absorb CO₂ – build on brownfield sites</p> <p>Objective should be to rebuild or refurbish existing properties to save green areas</p> <p>Cannot build more houses and reduce carbon emissions</p> <p>Should set specific target for renewables provided by new housing</p> <p>Building a range of housing has nothing to do with reducing carbon emissions</p>	<p>The Strategy for Spatial Distribution will be supported by policies to deliver appropriate development in sustainable locations. A sequential approach will be followed but due to the amount of land required to be allocated over the next 20 years this will need to involve the use of greenfield sites. New housing development will be governed by the relevant construction standards, and the Core Strategy will set out core policies to address climate change matters.</p>	No further action required
<p>Insert 'current' before 'population'</p> <p>Improve the housing stock for a population of the existing size</p> <p>Housing targets have nothing to do with needs of District – should be reflected in objective</p> <p>Have to carefully define 'need'</p> <p>Direct this to needs of those who work in</p>	<p>A major element of the Core Strategy is accommodating the new housing which is required in the District. Housing targets must be met to accord with the Regional Spatial Strategy. 'No new development' is not a viable option.</p>	No further action required

Responses to Objective 2 : Provision of a range of housing types and tenures to address the varied housing needs of the Districts' population whilst reducing carbon emissions		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
Winchester not those who would like to live here		
Objectives 2 and 5 should be linked Should be removed or made subservient to Objective 3	Objectives each have a specific focus.	No further action required
Need to address meeting people's needs to tackle present out-commuting Should not mix housing types in new developments PUSH is concentrating on housing and ignoring infrastructure – Winchester can influence infrastructure The market provides housing not the council. Much less important than other Objectives	Consultees' general comments noted	No further action required

Responses to Objective 3 : 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		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
Need to protect and enhance all environments, not just most valuable Unlikely to be delivered by way of large scale housing development	It will not be possible to protect and enhance every environment in the District, given the development needs and requirements which will arise over the next 20 years. It is therefore necessary to give priority to protecting the	No further action required

Responses to Objective 3 : 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		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>Overall strategy will destroy Winchester's landscape setting</p> <p>Very little green space left – it must all be protected</p>	<p>most important and valued environments in the District.</p>	

Responses to Objective 4 : For the District to mitigate against impacts of and adapt to the impacts of climate change, through promoting lifestyles and maximising the use of technologies that are available to reduce waste and carbon emissions		
Key Point (Common issues have been grouped)	WCC officer response	Suggested action
<p>Objective should be discarded</p> <p>Objective not required as no evidence to support</p> <p>Too restrictive – reference to carbon emissions not needed</p>	<p>Climate change is a matter which the Core Strategy must address given that Government guidance states that sustainability should be at the centre of spatial plans</p>	<p>No further action required</p>
<p>Needs to be stronger</p> <p>Most important</p>	<p>Noted</p>	<p>No further action required</p>
<p>Need to reduce carbon emissions not mitigate</p> <p>Should refer to <u>suitable</u> lifestyles</p> <p>Cannot reduce carbon emissions and waste if build more houses</p> <p>Waffle – what does 'promoting lifestyles' mean in practice?</p> <p>District needs to be</p>	<p>Noted</p>	<p>No further action required</p>

Responses to Objective 4 : For the District to mitigate against impacts of and adapt to the impacts of climate change, through promoting lifestyles and maximising the use of technologies that are available to reduce waste and carbon emissions		
Key Point (Common issues have been grouped)	WCC officer response	Suggested action
proactive – set up own CHP company like Woking.		

Responses to Objective 5 : 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 and enable people to live close to where they work		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>Too many issues for single objective.</p> <p>Should refer to need to reduce impact of commercial vehicles</p> <p>Implies need for business park to accompany houses</p> <p>Not financially viable to move to be closer to work if your job changes</p> <p>Winchester City Council alone cannot deliver this</p> <p>Needs to be rewritten to separate existing and future communities</p> <p>Contradictory up to last line</p> <p>Should not be used to frustrate steps needed to achieve Objective 1</p>	<p>Consultees' general comments noted</p>	<p>No further action required</p>
Needs more emphasis on	Noted	No further action

Responses to Objective 5 : 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 and enable people to live close to where they work		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>public transport run as a public service and not a profit-making enterprise.</p> <p>Not achievable as bus companies operate for profit so will not get increased levels of public transport</p>		required
<p>The time to improve infrastructure is at the time of building</p> <p>Urgently need to address infrastructure issues</p> <p>Too general – what is 'right time' – phasing will need to be on case by case basis?</p>	<p>Infrastructure provision is a key matter for the Core Strategy and strategic development allocations will be required to be supported by a delivery plan to demonstrate how and when the necessary infrastructure will come forward to support the proposal.</p>	No further action required
Should link to Objective 2	Objectives each have a specific focus.	No further action required
Need to remove 'green' aspects	Government guidance requires that sustainability is at the centre of spatial plans and appropriate reference is therefore made in the Objectives	No further action required
<p>Need to link more closely to Vision</p> <p>Referring to attractive communities is too bland – should have character and distinctiveness</p>	<p>Agreed. The Vision is to be revised to be locally distinctive and sharper – reviewed Objectives will flow from this.</p>	Review of Vision

Responses to Objective 6 : Maximise new opportunities for walking, cycling, sport and recreation/play to promote healthy lifestyles and to reduce the need to use the car		
Key Points (Common issues have been grouped)	WCC officer response	Suggested action
<p>Should not refer to car use</p> <p>Object to proposals to reduce car use in villages and rural areas</p> <p>To reduce car use supermarkets are needed and jobs close at hand</p> <p>Car use cannot be reduced in rural areas – must recognise different transport needs in different parts of district</p>	<p>This objective relates to car usage in the context of healthy lifestyle. It does not relate to general transport needs.</p>	<p>No further action required</p>
<p>Opportunities already exist - up to people to use them.</p> <p>Very unlikely to be achieved on Winchester's past record.</p> <p>Only need green space for recreation.</p> <p>Cultural activities as important as physical</p>	<p>General comments submitted by consultees are noted</p>	<p>No further action required</p>
<p>Really two issues here for separate objectives – healthy lifestyle and transport</p>	<p>This is one issue with car usage an element of concern</p>	<p>No further action required</p>
<p>Duplicates Objective 4</p>	<p>Objective 4 is concerned with climate change although it is accepted that car usage is related to both</p>	<p>No further action required</p>
<p>Need to link more closely to Vision</p>	<p>Once a more locally distinctive Vision has been developed then the links with Objectives will be re-examined</p>	<p>Objectives to be reassessed following revised Vision</p>

Winchester District Development Framework

Core Strategy – Issues and Options

Strategy for Spatial Distribution

Analysis of Consultation Responses

Strategy for Spatial Distribution

Summary of Issue and proposed options

Winchester District is predominately rural covering an area of some 65,000 hectares, with over 50 smaller settlements in addition to Winchester itself. 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 many of the 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.

The Community and Corporate Strategies prepared by the City Council recognise the need to promote sustainable communities and places where people will want to live and work, both now and in the future.

Early community consultation revealed the following about how residents feel about where they live :-

- 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 (SEP) particularly in relation to the need to provide land for 12,740 dwellings (based on the Secretary of State's Proposed Changes) across the District in the next twenty years.

Through the preparation of the Core Strategy it became evident that 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 their 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 which falls within the Partnership for Urban South Hampshire (PUSH).

The initial findings of this and other studies, together with feedback from the Winchester community, led to the conclusion that a way forward for the Core Strategy would be to look at the main areas of the District from a spatial perspective. This provides the ability to fully explore the potential that the different parts of the District can offer in terms of growth, sustainable development and diversity.

The Issues and Options paper therefore suggested the sub-division of 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

This approach created 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)

Public and Stakeholder Feedback

Public Workshops (Jan 2008)

Due to the nature of the workshops and the venues where events were held, the specific issue of the spatial distribution was not explicitly covered. However the workshop report does highlight a number of concerns and considerations which were raised by those present, that relate to the way in which the settlements within the District function.

Below are some of the relevant extracts from the 2008 Workshop report

(the full report can be viewed at:

<http://www.winchester.gov.uk/Documents/LDF/Live%20for%20the%20future/worshop%20report.pdf>):-

- Spread new development around to minimise its impact on every community and to achieve a mix of communities and culture
- Inequity as to how the district has been looked at in the documents – there are only two options for Winchester Town, yet there is more opportunity for growth so there should be more options presented for consideration
- Some villages should take small development so that they do not stagnate
- Impact of growth in PUSH and Winchester on rural areas in between
- Southern parishes are not part of PUSH
- Can't consider each settlement on its own – need holistic approach
- Some settlements consider themselves to be local hubs rather than key hubs

Issues and Options Questionnaire

Question 3a of the Issues and Options report suggested the following spatial split and asked is this an appropriate way to sub-divide the District?

- *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)*

A total of 1063 responses were received to this question, with 47% of respondents agreeing with the suggested sub-division and 53% disagreeing.

Question 3b also provided the opportunity for respondents to make suggestions as to how the District could be sub-divided to help with its planning for the next 20 years. There were no alternative options presented for consideration under this section of the Issues and Options paper, however a number of comments were received making alternative suggestions.

Over 500 detailed comments were received to this and the following table summarises and groups together some of the common responses, of which 350 were from the residents of Wickham making the point that they felt doubly vulnerable on the basis that Wickham had development options both under the market towns and rural area category as well as under PUSH.

Summaries of all the responses to question 3b are available separately due to their size and can be viewed at www.winchester.gov.uk.

Annex 1 to this report groups those summaries that make relevant comments to this part of the plan together with an officer response and a recommended action. Some responses make suggestions as to alternative ways of considering the spatial strategy for the District and these warrant further detailed consideration as set out below.

Issues Arising and Consideration of Reasonable Alternatives

Some of the comments outlined in Annex 1 make suggestions as to how the District may be sub-divided, but a matter that requires further clarification is the reason why such a sub-division is considered both appropriate and necessary.

One of the key drivers for change and a major challenge for the Core Strategy is the diversity of the Winchester District. Whilst the District is predominantly rural with the county town of Winchester acting as a centre for learning and commerce, there is an increasing influence from the urban areas of Portsmouth and Southampton and a number of the southern settlements within the District lie within the designated sub-region of urban south Hampshire (PUSH) but, as the above comments indicate, function differently from their urban neighbours.

The revised planning regime, set out under the Local Development Framework procedures, requires local planning authorities to undertake spatial planning to achieve sustainable development. Spatial planning plays a central role in the overall task of place shaping and in the delivery of land uses and associated activities, yet must be locally distinct. *The new spatial planning system exists to deliver positive social, economic and environmental outcomes, and requires planners to collaborate actively with the wide range of stakeholders and agencies that help to shape local areas and deliver local services. (PPS 12 para 1.5)*

Devising a spatial distribution strategy to be followed through the Core Strategy enables the creation of locally distinct policies to suit the needs of the diverse parts of the District, thereby reflecting the different characteristics and responding accordingly. It also enables a holistic approach to be employed for the chosen areas so that all social, economic and environmental matters are taken into consideration in policy formulation.

The table below examines in more detail the possible advantages and disadvantages of the main alternatives for the spatial distribution combinations suggested in response to the Issues and Options paper.

Spatial split	Advantages	Disadvantages
Issues and options proposed spatial strategy	Reflects the three broad economies that operate in the District (Economic and Employment Land Study	Some market towns and villages lie within the PUSH sub-region but are similar to other settlements outside

Spatial split	Advantages	Disadvantages
1. Winchester Town 2. The Market Towns and the Rural Area 3. The southern part of the District that lies within PUSH	SQW 2007), whilst reflecting other matters such as the availability of public transport services, existing range of services and facilities, opportunities for growth and change and relationship with neighbouring settlements. Designation of the PUSH area is in accordance with the SEP which sub-divides the Winchester District housing target into Winchester part of PUSH and rest of Winchester District.	and do not physically relate to the urban settlements to the south.
1. Winchester Town 2. Rural areas and villages 3. Business enterprise zones 4. Retail centres 5. Urban centres	This reflects to some degree the division already suggested but attempts to refine the District by a mix of land uses and broader areas.	Creates duplication of Winchester town and urban areas, which are also business enterprise zones and retail centres. Over complicates the District and does not apply a holistic approach as only looks at certain uses.
1. PUSH area 2. 'Rest of District', (consistent with the SEP) North / south split 1. Winchester City 2. Northern Area 3. Southern Area.	This would accord with the SEP in terms of delivering housing targets, and recognises that Winchester Town is unique and requires specific consideration.	Fails to recognise the diversity of the Winchester District in terms of the smaller market towns and villages that also lie within the PUSH designation. This division would require the northern/southern areas to be defined, which is likely to result in the southern area being defined as that part of the District within PUSH
Consider district as a single entity		The District is too large and diverse to be considered as one. Fails to define spatial areas.
1. Winchester Town and market towns and rural areas (grouped together)	There is some advantage of distinguishing between the South Downs National Park	All of these categories overlap to some degree – the PUSH area contains

Spatial split	Advantages	Disadvantages
2. PUSH area 3. South Downs National Park	area and the rest of the Winchester rural area, on the basis that during the lifetime of the Core Strategy the National Park designation is likely to be confirmed and consequently its planning functions, including core strategy preparation will come wholly under the remit of the National Park Authority. Any policy guidance therefore prepared as part of the Winchester LDF can be transferred more easily.	market towns and parts of the rural area. The South Downs National Park covers only part of the rural area of the District, and includes a number of the smaller villages but excludes the larger market towns, to use this designation for the spatial distribution would artificially segregate the rural areas of the district and create the need for a further sub-division to reflect the non-national park rural area.
1. Winchester town 2. Market towns and larger villages 3. Rural areas and smaller villages.	This reflects the nature and role of the settlements within the District and would segregate the district on the basis of functionality and create the basis for a settlement hierarchy. SEP policies BE4 and BE5 already provide a distinction between market towns and villages on the basis of population and this could form the basis for a Winchester sub-division	This would exclude any distinction being made with the PUSH area and whilst this may reflect the role and function of settlement fails to recognise their interrelationships in terms of larger settlements serving a wider area. Each settlement would need to be assessed to determine which category they would fall within.

Other Considerations

Government Advice

Planning Policy Statement 1 – ‘Delivering Sustainable Development’, this premise lies at the heart of the planning system to ensure that *“we get the right development, in the right place and at the right time. It makes a positive difference to people’s lives and helps to deliver homes, jobs and better opportunities for all, whilst protecting and enhancing the natural and historic environment, and conserving the countryside and open spaces that are vital resources for everyone”* (PPS para 1). Further advice is given on the function of spatial plans and para 30 states *“spatial planning goes beyond traditional land use planning to bring together and integrate policies for the development and use*

of land with other policies and programmes which influence the nature of places and how they function”.

Planning Policy Statement 12 - ‘Local Spatial Planning’ was approved in July 2008 and revises original LDF guidance prepared under the previous PPS12 Local Development Frameworks.

Revised PPS12 places greater emphasis on the role of the Local Authority as ‘place shapers’ through the creation of a vision to respond to and address a locality’s problems, needs and ambitions in a coordinated way. The advice goes on to say that this requires the development of a strategy to ensure delivery through the production of *“a vision for the future of places that responds to the local challenges and opportunities, and is based on evidence, a sense of local distinctiveness and community derived objectives, within the overall framework of national policy and regional strategies”*. PPS12, para 2.1.

South East Plan

The spatial strategy proposed in the South East Plan recognises the role of Winchester Town of making a wider contribution to the regional strategy, on the basis of its good connections in terms of rail and road accessibility. Winchester Town is also categorised as a Secondary Regional Centre in terms of the size and range of activities available in the town centre.

The SEP also generally recognises the role of small rural towns (market towns) in terms of reinforcing their role as local hubs for employment, retailing, community facilities and services as they play a key part in the economic and social functioning of the area and the need to ensure that sufficient housing is provided to meet their needs. The SEP (Proposed Changes) defines small rural towns as those generally up to 20,000 population and villages as those settlements with less than 3000 population, and accordingly has policies (BE4 ‘role of small rural towns’ and BE5 ‘village management’) to inform the preparation of local development documents.

Policy BE4 refers to strengthening the viability of small rural towns by recognising their social, economic and cultural importance to wider rural areas and the region as a whole. The SEP recognises that these small rural or ‘market’ towns play a key role and many have had both economic and housing growth in recent years. They may act as local hubs to compliment the role of the regional hubs and larger urban areas, and as key services centres they will continue to need to foster economic viability and appropriate development, including the provision of affordable housing.

The market towns and a number of the larger villages within the Winchester District would fall within this category on the basis of their characteristics (although some may have populations slightly below the 3000 threshold). Many

of the District's smaller villages would be considered under Policy BE5 'village management', which allows for limited development to help meet specific housing and service needs, but also recognises that development in one location may serve a group of villages.

Winchester District Strategic Partnership - Sustainable Community Strategy

The Sustainable Community Strategy (March 2007) is based on five key outcomes in terms of what is required to deliver its vision. These outcomes are:-

- Health and wellbeing
- Safe and Strong Communities
- Economic prosperity
- High quality environment
- Inclusive society

These outcomes are generic across the District, and at this stage do not reflect pockets of local distinctiveness that may occur. The Sustainable Community Strategy is currently undergoing a 'refresh'. This process is providing an ideal opportunity to bring both the spatial aspects of the Core Strategy and the outcomes and priorities of the Sustainable Community Strategy closer together. Therefore, the strategy for spatial distribution will be able to inform the Sustainable Community Strategy update.

Recommended Response

The above analysis recognises not only the complexity of the Winchester District but the many issues facing it. To ensure that it responds to local circumstances and fully reflects the diverse nature of the District in terms of local distinctiveness, it is concluded that the Core Strategy should be based on a Strategy for Spatial Distribution.

A number of the responses to the Issues and Options paper made alternative suggestions as to how the strategy for spatial distribution should be split – however the above assessment demonstrates a number of these cause some difficulties when looking at the diverse nature of the District, with many of the categories overlapping.

There is no doubt that Winchester Town needs specific recognition as it performs as a centre of employment, retail, commerce and learning, it also has exceptional cultural and heritage features which play an important role. These factors have in themselves created issues that need to be resolved through the Core Strategy. It is pertinent therefore to retain Winchester Town as one of the spatial categories.

There is a general recognition that the remainder of the District which is predominantly rural consists of many smaller market towns and villages which

interrelate within a high quality natural environment. There are however a number of existing/proposed policy overlays which cover parts of the District and are informed by wider plans and policies, in particular PUSH and the proposed South Downs National Park. These designations cannot be ignored and will play an important role in the formulation of the Winchester LDF, however the spatial strategy needs to provide certainty and direction for the policies that will emerge through the Core Strategy.

An obvious option is to use the South East Plan split for the District on the basis that the 12,740 whole District housing target is then divided into 6,740 for the Winchester part of the PUSH area and 6,000 in the rest of the District (based on the Secretary of State's Proposed Changes). This however does not overcome the issue around the nature and function of the smaller market towns and villages that lie within the PUSH designation, which are of a similar character and function to those outside. There is also strong local opposition to the PUSH growth strategy being applied to these towns and villages. Whilst the PUSH designation cannot be ignored as it is an agreed sub-regional strategy set out in the South East Plan, the spatial strategy for the Winchester District has the opportunity to be expressed with a more local focus.

The original spatial split was informed by the findings of the Economic and Employment Study (2007, SQW). This study did however define the M27 corridor as an economic area, rather than the wider PUSH area, on the basis that the rural areas and rural settlements to the north of the M27 corridor have market and functional characteristics that are similar to the rural area to the north. Also, the most likely sites for the growth allocated to the PUSH area are all within the M27 employment market corridor, on the fringes of the District.

The recommended solution is therefore to identify a spatial area that includes the planned and proposed urban extensions to the existing urban areas to the south of the District, at Whiteley and Waterlooville and land that relates to the proposed SDAs. This approach would create the following three spatial areas of:-

- Winchester Town
- The Market towns and the rural area
- The M27 corridor urban areas

with 'policy overlays' also identified for:-

- The PUSH area
- The proposed South Downs National Park

This acknowledges the fact that PUSH boundary extends well into the Winchester District and will continue to provide a policy overview for this area, but reflects more accurately the nature and function of the settlements that do not have a direct physical relationship with the urban settlements on the District's

southern edge and just beyond, where the majority of the growth is most likely to be located.

This spatial distribution will provide the opportunity to look holistically at these areas and propose strategic direction for their future through the Core Strategy.

The plan attached illustrates the general extent of these areas.

Recommended Action

To amend the Strategy for Spatial Distribution to :-

1. Winchester Town
2. The Market towns and the rural area
3. The M27 corridor urban areas

with 'policy overlays' also identified for the PUSH area and proposed South Downs National Park.

Annex 1 Key points arising from comments received to Question 3b "Is this an appropriate way to sub-divide the District?"

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
<p>The rural villages and market towns in the south of the District should not be in the PUSH area.</p> <p>Development for Wickham could be considered under 'market towns and the rural area' and the PUSH category – it is therefore doubly vulnerable</p> <p>Remove the area delineated by PUSH and place it into the market towns and rural area sector.</p> <p>Consideration of twice of some of the settlements first under The Market Towns and Rural Areas and then again under the PUSH area, is potentially misleading and confusing. It would be better to deal with all the PUSH area in one section and exclude this area from consideration under The Market Towns and Rural Areas.</p>	<p>The precise boundary of the sub-region that forms the Partnership for Urban South Hampshire (PUSH) is now defined in the South East Plan. It does not therefore fall within the remit of the Winchester LDF to change this boundary. PUSH was formed some years ago and covers the southern parishes within the Winchester District, following the definition of South Hampshire as a Priority Area for Economic Regeneration in RPG9. The SEP (RRS9) extends this coverage based on the recognition of the links between the coastal towns and cities and their immediate hinterland, a significant part of which lies within Winchester District.</p> <p>In terms of the comments in relation to Wickham – this is precisely one of the issues that needs to be resolved – the main report examines a range of alternatives.</p>	<p><u>No further action required re PUSH boundary, but see main report for proposed spatial distribution in relation to Wickham.</u></p>
<p>Pressure in north east of the District – relationship with East Hants and Basingstoke;</p>	<p>The Winchester LDF must reflect the policy framework of neighbouring local authorities, however the policies formulated will be specific to the Winchester District.</p>	<p><u>No further action required.</u></p>
<p>Must utilise brownfield land</p>	<p>The City Council is in the</p>	<p><u>No further action required.</u></p>

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
<p>first and prepare a SHLAA</p> <p>Need flexible approach</p>	<p>process of preparing a SHLAA the results of which will be used to inform the development strategy to be followed through the Core Strategy, part of which is the identification and consideration of brownfield land.</p> <p>LDF guidance in PPS12 is clear that the Core Strategy will not be effective if it cannot deal with changing circumstances – it recognises that within the 15 time frame of a Core Strategy many issues may change, therefore plans must demonstrate how they will deal with such uncertainty.</p> <p>Whilst these comments are accepted, they do not inform the spatial split.</p>	
<p>Need limited development in all settlements otherwise over focus on towns and under focus on villages;</p> <p>Must have appropriate development in the most appropriate locations</p> <p>In Spatial planning terms, there should be a clear distinction between "market towns" and the "rural area".</p> <p>The rural areas should be treated as a separate entity. There is a significant difference between life in a market town and life in a village or farming community</p>	<p>Noted - this concept is suggested through a number of the alternative suggestions considered in the main report. The level of development in each settlement is a separate issue to the spatial split.</p> <p>Agree – this is the purpose of determining a spatial strategy that will be supported by policies to deliver appropriate development in sustainable locations, recognising the role and function of those areas.</p>	<p><u>See main report.</u></p>

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
as there is between life in Winchester City and life in a market town.	The main report considers whether there should be a distinction between the market towns and rural area.	
Sustainable market town at Micheldever Need to add eco towns to the sub-division	The proposal for 12,000 dwelling community/eco-town at Micheldever was firmly dismissed by the Panel Report on the SEP which concluded that, taking into account a range of factors, there was insufficient justification for the inclusion of Micheldever Station Market Town in the regional strategy. This proposal was also failed to be taken forward in the first round of eco-towns submissions. Its inclusion in the Core Strategy would therefore fail to be in conformity with the South East Plan's strategy.	<u>No further action required.</u>
This proposed division of the District is one based on living, rather than working, and on residents rather than firms and public bodies (i.e., not the employers and economic drivers). The economic strategy needs to be integrated with those of Southern Hampshire and treated as a whole, separately from the housing strategy	The purpose of the spatial strategy is to take a holistic look at the District and to reflect any local variations in terms of living and working from both a resident, employee and employer basis. This comment does not suggest a spatial distribution.	<u>No further action required.</u>
The way in which the district has been sub-divided, particularly in separating out	Similar points have been addressed in the main report.	See main report

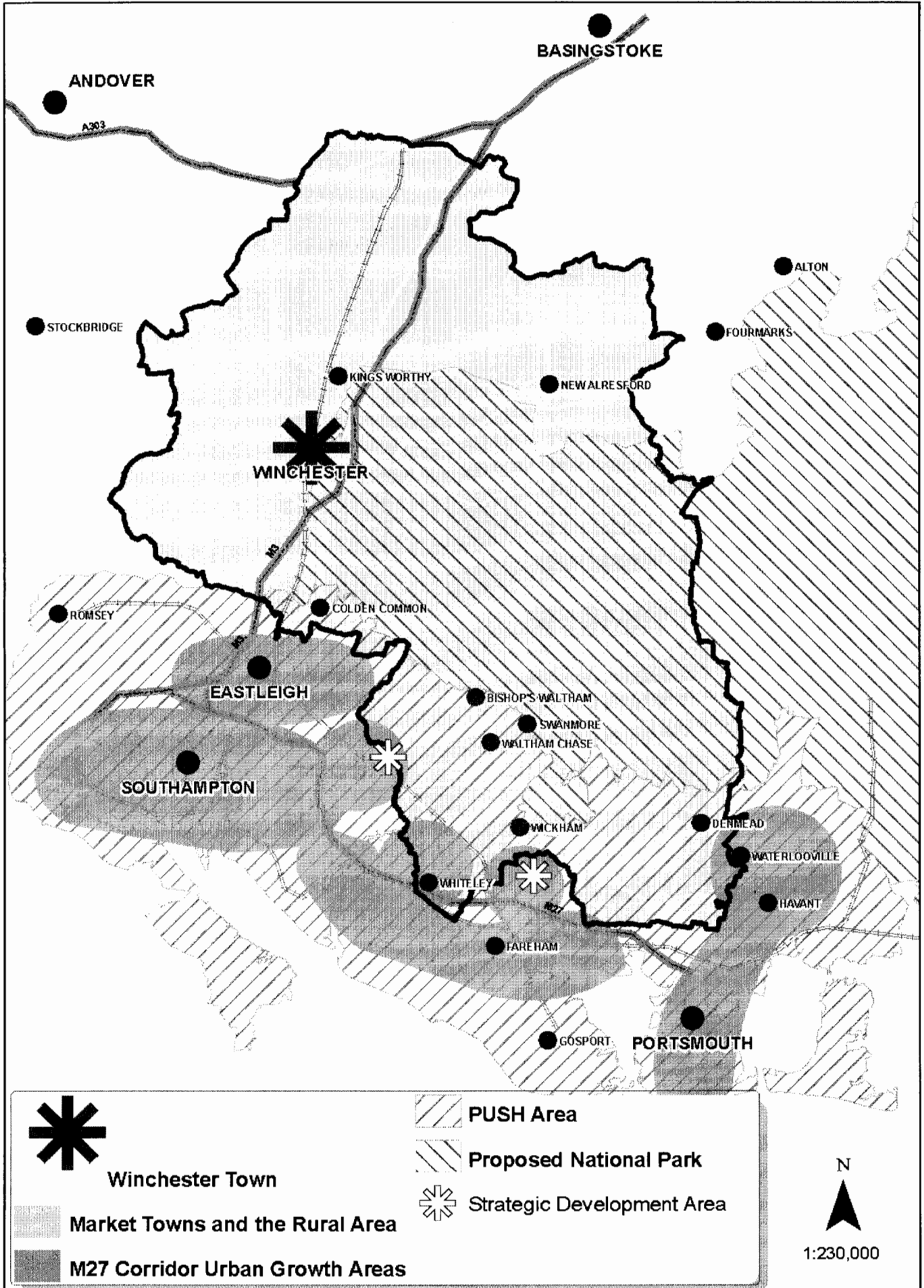
Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
<p>the PUSH area from the rest of the district largely reflects the South East plan. As the housing numbers for the PUSH area are separately addressed in the South East plan, it is logical to follow this same sub division in this plan.</p> <p>Only apply PUSH to existing urban areas</p>		
<p>Accept, in principle, the spatial strategy provided it embraces the need to focus development on those sustainable locations identified in earlier local plan work.</p> <p>Agree subject to assessment of impact of policies in one area on other parts for the district.</p>	<p>The Core Strategy will define a settlement hierarchy, which may be different from the hierarchy in the Local Plan. The policies and level of growth in individual settlements is a separate issue to the spatial split, but will be considered as part of the Core Strategy.</p>	<p><u>No further action required.</u></p>
<p>Develop a development strategy that looks at corridors to maximise public transport opportunities to reduce car usage rather than urban concentration that encourages commuting.</p>	<p>The spatial strategy as proposed in the Issues and Options report does take into account the role of public transport services. The issue of commuting is a matter that is being considered through the core strategy and one of the considerations behind the concept of the spatial strategy is to examine what opportunities exist to reduce car usage and to maximise opportunities to live and work locally. The rural nature of the District and the sporadic location of a number of the larger settlements does not lend itself to the concept of</p>	<p><u>No further action required.</u></p>

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
	promoting corridors for development.	
The middle division could be more accurately renamed "Alresford and the northern parishes"	This too specific, the spatial distribution strategy needs to be general to allow for more locally distinct policies to follow.	<u>No further action required.</u>
<p>Why sub-divide the district?</p> <p>Consider district as a single entity</p> <p>Sub-division is artificial</p> <p>Division is inappropriate and misleading</p>		See main report
<p>Winchester Town Rural areas and villages Business enterprise zones Retail centres Urban centres</p> <p>Winchester town market towns and larger villages rural areas and smaller villages.</p> <ol style="list-style-type: none"> 1. Winchester Town and market towns and rural areas (grouped together) 2. PUSH area 3. South Downs National Park <ol style="list-style-type: none"> 1. Winchester City and its accessible hinterland (to include the satellite settlements of New Alresford, Colden Common, Otterbourne, Sutton Scotney, Kings Worthy, South Wonston and Littleton) 2. The southern part of the 		See main report

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
<p>district falls within the partnership for urban south Hampshire. 3The remainder of the district,</p> <p>Winchester City Northern Area Southern Area.</p> <p>North/south</p> <p>Winchester Town, Market Towns and the rural area. 'PUSH' Partnership of Urban South Hampshire South Downs National Park (to be designated) and AONB areas.____ The Southern Parishes are not naturally part of the PUSH area except perhaps Whiteley</p> <p>The district should be divided into the PUSH area and 'Rest of District', consistent with the SEP.</p> <p>Area should be divided into:_ Urban (cities and towns) Villages Rural</p> <p>Winchester Town areas integrated with the Southern Urban Area rural townships remaining rural areas.</p> <p>Suggest two categories only: Winchester town Market towns</p>		

MAP : Winchester District Spatial Areas

Indicative Map



Winchester District Development Framework

Core Strategy – Issues and Options

Housing Mix

Analysis of Consultation Responses

Housing Mix

Summary of Issue and proposed options

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.

One matter that came to light through early 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 'downsize' 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.

The Issues and Options paper suggested 3 Options:

1. Retain the existing approach of providing 50% small units (1 or 2 bed)
2. Change the requirement so that 50% of dwellings should be medium sized (2 or 3 bed)
3. The approach should be fully flexible, with each site being assessed individually to respond to market need.

Public and Stakeholder Feedback

Public Workshops (Jan 2008)

Below are some of the relevant extracts from the 2008 Workshop report (the full report can be viewed at: <http://www.winchester.gov.uk/Documents/LDF/Live%20for%20the%20future/workshop%20report.pdf>).

- Desire for (mid-size) family dwellings
- Build less 1 beds and more 3 beds

- Account to be taken of local circumstances
- A resistance to flats
- Need for older persons/retirement housing (but not sheltered)
- Provide Lifetime Homes
- Provide Affordable Housing
- Address under-occupancy

Issues and Options Questionnaire

Question 18 of the Issues and Options report presented the following options:

18a:

1. Retain the existing approach of providing 50% small units (1 or 2 bed)
2. Change to requirement that 50% of dwellings should be medium sized (2 or 3 bed)
3. The approach should be fully flexible, with each site being assessed individually to respond to market need.

18b:

Are there any other ways in which the need for a suitable housing mix for Winchester District could be addressed?

A total of 680 responses were received to Question 18a with 4% of respondents favouring Option 1, 20% preferring Option 2, and 76% of respondents agreeing with Option 3.

Question 18b provided the opportunity for respondents to make other suggestions. Around 130 responses were received. Summaries of the responses to question 18b are available separately due to their size and can be viewed at www.winchester.gov.uk.

Annex 1 to this report groups those summaries that make relevant comments to this part of the plan together with an officer response and a recommended action. Some responses make suggestions as to alternative ways of considering the approach to housing mix for the District and these warrant further detailed consideration as set out below.

Issues Arising and Consideration of Reasonable Alternatives

The table below examines in more detail the possible advantages and disadvantages of the main alternatives for housing mix policy suggested in response to the Issues and Options paper.

Options	Advantages	Disadvantages
<p>Issues and options proposed</p> <p>1. 50% small units</p> <p>2. 50% of dwellings should be medium sized</p> <p>3. Fully flexible</p>	<p>Would help prevent the drift to larger dwellings as has happened in the past at the expense of smaller dwellings. Attractive for older people downsizing. Good source of market rented accommodation. Policy creates certainty. Potentially improves the supply of family accommodation. Likely this will be the area of peak demand in the coming years. Policy creates certainty.</p> <p>Market can react to demand. Account can be taken of local circumstances.</p>	<p>Constrains market. Often too expensive for first time buyers. Potentially volatile buy to let market with high turnover of residents. Reduces number of family homes provided. Flats often unpopular with communities.</p> <p>Constrains market. Market may choose not to build smaller homes.</p> <p>Policy less certain (needs to be supplemented by further guidance). Market takes short term view of demand. Historically has led to large dwellings and fewer mid/small dwellings and so not met local requirements.</p>
Other Alternatives		
Provide lifetime homes	Flexible form of accommodation; can meet changing household needs, including the needs of older persons (Government is promoting). Regularly provided in affordable sector.	Greater land take; more expensive to construct – though both are limited. Limited market experience of provision.
Older persons/retirement housing (perhaps sheltered, perhaps not; or mix of sheltered/nursing)	Potential to meet needs of an aging population.	Limits flexibility of stock; can be at the expense of other forms of housing, e.g. affordable. Most older persons needs can be met within the general housing stock. Permissive policies

Options	Advantages	Disadvantages
		can allow older persons' housing.
Provide less flats	Alternative forms of accommodations are more flexible.	Valuable source of supply for Buy to Let market; can be popular with older persons downsizing.
Provide a range of dwelling sizes/types to meet a range of needs.	Meets a range of needs, promotes sustainable communities, can be sympathetic to local circumstances.	None, provided controls in place to ensure no drift towards a particular size/type that does not reflect needs.
Flexible approach with requirements monitored regularly	As Fully Flexible above plus ability of regular monitoring to allow reactions to be made to excessive supply of particular types/sizes.	As Fully Flexible above but potential difficulty/delay in changing policy if needed to reflect monitoring.
Take account of local circumstances, including character and balance of houses in the area	Sensitive development that takes account of needs.	If approach applied too rigidly can perpetuate historic forms of development unsuitable for current needs.

Other Considerations

Government Advice

PSS 3 Housing encourages the creation of sustainable, inclusive, mixed communities. It requires LPAs to set out in Local Development Documents (LDD) the likely profile of household types requiring market housing (families x%, singles y%, etc.). For affordable housing, PPS3 advises that the size and type of affordable housing required should be set out in Local Development Documents. At a site level LPAs must ensure, for large strategic sites, the proposed mix achieves a mix of households (mixed tenure and price), and on smaller sites that the mix of housing contributes towards the creation of mixed communities. LPAs should plan for a full range of housing.

South East Plan and Regional Housing Strategy

The South East Plan indicates that as well as smaller dwellings larger homes will be needed. Policy H.4 requires LDDs to plan for an appropriate range and mix of housing, reflecting much of the wording of PPS6.

The Regional Housing Strategy encourages the construction of a greater number of family-sized homes where required to meet local need and create mixed communities

Winchester District Strategic Partnership - Sustainable Community Strategy

The Sustainable Community Strategy (March 2007) is based on five key outcomes in terms of what is required to deliver its vision. These outcomes are:-

- Health and wellbeing
- Safe and Strong Communities
- Economic prosperity
- High quality environment
- Inclusive society

These outcomes are generic across the District, and at this stage do not reflect pockets of local distinctiveness that may occur. The Sustainable Community Strategy is currently undergoing a 'refresh'. This process is providing an ideal opportunity to bring both the spatial aspects of the Core Strategy and the outcomes and priorities of the Sustainable Community Strategy closer together. Housing mix is important in achieving an inclusive society, but the Sustainable Community Strategy is not in itself specific enough to influence the options on housing mix.

The Winchester Housing Strategy; which has been agreed by the City Council and the Winchester Housing Board, has a priority to increase in supply of affordable family homes.

Sustainability Appraisal

The Sustainability Appraisal of the Core Strategy Issue and Options paper commented as follows on the options for housing mix:

Option 1 ensures that sites will provide 50% of dwellings as small units, which will help to provide for an identified ageing population. It will not however cater for the demand of medium sized dwellings for families and will therefore have a negative effect on 'building communities' and 'housing'.

Option 2 ensures that sites will provide 50% of dwellings as medium units, which will provide for the housing demand of families. The option will not however cater for the demand of small sized dwellings for the elderly and will therefore have a negative effect on 'building communities' and 'housing'.

Option 3 is preferred as it provides a fully flexible approach to housing mix, responding to market needs at the time of delivery. The option will have long-term positive effects on building communities and housing as it will cater to the needs of all sections of the community, and allows for integration of new development with existing context/design.

Housing Market Assessment

The Housing Market Assessment carried out on behalf of the Council offers broad support to the views of consultees. Although there will be substantial growth in the number of 1 person households (to 38% by 2026 (most of which will be pensioner households); 30% forecast to be households with children; 27% other couples), this cannot be taken to imply that the majority of new homes need to be small units. The HMA provides an indicative idea of future market housing demand across the Central Hampshire area suggesting that greatest demand (33%) will be for 3 bed properties, compared to 29% 2 beds and 25% 1 bed. The need and demand for market units reflects a complex set of factors relating to life stage, income and households size. New homes are often bought by those trading existing properties rather than first time buyers.

Consultation with developers and some local agents suggest that a significant proportion, if not the majority, of flats within town centres are rented out to private tenants. Although the development of the private rented sector is generally regarded as positive in providing flexibility and choice, this has implications for the turnover of residents within these new developments since turnover within the private rented sector can be higher than in other tenures. Furthermore, the sector is vulnerable to changes in the buy-to-let market. Continued provision of flats would have implications for the stock over time and may place pressures on adjacent (rural) areas, which have higher proportions of larger dwellings.

Although indicating that the bulk of demand is likely to come from those requiring 2 and 3 bedroom houses the study advocates that local authorities should only try and address serious imbalances in stock. In general there are not serious imbalances in this District - the study indicates that in the District there is a wide choice of types and sizes of housing, although with a relatively high proportion of larger homes, so the Core Strategy should not enshrine a prescriptive mix in policy. Instead it should set out a process or set of criteria to inform housing mix at a point in time. There should be emphasis on influencing the pattern of development by allocating a variety of different types and sizes of sites (in a similar way to employment land allocations).

The study suggests that in rural areas it would be appropriate to encourage the provision of smaller market dwellings, due to the relatively high proportion of larger dwellings. A broad mix of sizes on larger sites would be appropriate.

In terms of affordable housing the greatest need is for homes for social rent. There is also a need for intermediate affordable housing. There is evidence of pressure on all sizes of housing. The size of new affordable homes secured through new development needs to be based on an understanding of housing need and affordable housing strategy that goes beyond a simple assessment of the size requirements of households on local authority housing waiting and transfer lists. Headline figures from the Council's Housing Registers indicate that

the majority of social rented affordable housing need is for smaller homes. However, this must be viewed in the context of housing allocation policies that restrict households to particular housing types and sizes. This rationing of affordable housing (which is needed as demand exceeds supply) means households often have less space than those in the owner-occupied sector. In terms of strict entitlement couples are only entitled to one bed homes; families with children often live in flats and children are frequently required to share bedrooms. Further examination of data reveals that there is significant need amongst couples and that many households require larger properties, often because they are young families for who gardens or play space would be beneficial. Smaller properties become available most frequently for re-let; larger ones much less frequently. If households in need of affordable housing were to occupy the same amount of space as those in market housing the greatest need would be for 2 and 3 bed properties.

The HMA indicates that taking account of this factor the greatest need is for 1 bed and 3 bed homes: however, it suggests there is a case for avoiding over-delivery of 1 bed properties as these are the least flexible dwellings and the cost of providing an additional bedroom (i.e. 2 bed rather than 1 bed property) is marginal. Such an approach could be combined with a review of allocation policies to allow, for instance, couples to access 2 bed properties (which could be more feasible if supply of larger dwellings is increased).

The greatest demand for intermediate affordable housing is for 2 bed properties.

As with market homes the HMA suggests LDFs should not be prescriptive about affordable dwelling sizes, rather they should establish a set of criteria and regularly review supply/demand.

The HMA also identifies the need to meet demand for a range of household circumstances, for instance older persons (noting that most older persons prefer to live in 'mainstream' housing (other local research suggests a significant proportion of town centre flats are bought by older persons downsizing)), people with disabilities, students and those needing private rented housing (across all income groups).

Recommended Response

It is clear that the current policy of promoting smaller units is not favoured by most respondents with the high number of flats, inflexibility and unsympathetic development being amongst the unfortunate consequences identified. It also responded to needs as identified some 10 years ago and the HMA shows that these are changing. There does, however, appear to be concern that the market, if left unchecked, will not provide the best outcomes and thus some intervention is needed through planning policy.

The desire to create a range of dwelling types and mixed communities is a theme that has emerged from the consultation exercise, as well as from Government and regional policy. While some favour a policy that promotes mid-size units, most respondents prefer an approach that takes account of local housing market circumstances and character of the area within which housing is being proposed.

Determining housing mix is an imprecise science. History over the last two decades provides an indication of what can happen with a non-interventionist stance – a drift towards larger dwellings, and where closer control is maintained – high proportions of flats. Neither of these approaches produces housing that meets the needs of the bulk of the local population. It is worth bearing in mind that new housing is attractive mainly to people trading up and that it represents a small proportion of housing on the market at one time, perhaps 10%. Having said that, it is the main means by which any imbalances in the housing stock can be adjusted.

It is important that the market is able to react to changes in economic circumstances and patterns of demand; however, it is also important to guard against any drift towards relative excesses of supply of particular dwelling sizes that reflect the short term aspirations of developers rather than longer term community interests.

While the needs for affordable housing in terms of type and size are more straightforward to predict due to good local data, as most affordable housing is provided on the back of market housing it is important that policies are flexible enough to respond to changes in the wider market and to local site circumstances. Evidence from the Council's new Choice Based Lettings scheme, due to launch in early 2009, which allows applicants to "bid" for houses, will provide important evidence of the nature of demand. This can be used to inform future decisions on mix. Current evidence does, however, suggest that there is a greater need for larger dwellings than have been provided in recent years and that that should come in the form of houses rather than flats when it is the needs of families with children that are being met. It is crucial to ensure that policies, and their application, do not result in affordable housing being made up of a disproportionate number of small dwellings.

Recommended Action

To adopt Option 3 together with the establishing clear objectives for housing mix in the Core Strategy to ensure:

- that housing is sufficiently mixed to contribute towards creating mixed, inclusive and sustainable communities, making provision for, as a priority, affordable housing, and also the needs of an aging population and those with special or support needs;

- account is taken of housing market characteristics and demographics;
- that a range of dwelling sizes are developed, particularly on larger sites;
- that a significant part of the supply of both market and affordable homes should come in the form of 2 and 3 bed family houses unless local circumstances indicate an alternative approach should be taken;

It is recommended that the Core Strategy provides a strategic guide to housing mix which is flexible enough to be long lasting and provides the basis for more detailed policies to be developed, if necessary, in future Development Plan Documents or Supplementary Planning Documents. Such documents could set out processes, more detailed objectives and criteria to inform mix, including design and quality criteria on individual sites and the methodology for correcting drifts over the plan period to particular housing types that do not meet local needs.

Annex 1 Key points arising from comments received to Question 18b

Key Point (common issues have been grouped)	WCC Officer Response	Suggested Action
Affordable housing for locals only	Not relevant to this issue (to be covered in relation to affordable housing policies)	<u>No further action required</u>
Provide affordable housing	Not relevant to this issue (to be covered in relation to affordable housing policies)	<u>No further action required</u>
Only allow affordable housing	Such an approach would be likely to stifle the supply of housing overall and goes beyond the issue of housing mix.	<u>No further action required</u>
Local needs should be met not market. Take account of population forecasts	Account should be taken of the housing requirements generated by the housing market (area most people move within) for a particular area; although as the planning system cannot normally control occupancy this is relatively crude way of addressing the issue. It is however appropriate to take account of local demographics in determining mix and these have been assessed in the Housing Market Assessment.	<u>No further action required; however, see main report regarding taking account of local circumstances.</u>
SDAs should meet sub-regional need	Agree; main report does not conflict with this.	<u>No further action required but see main report.</u>
Incentivise downsizing. Address under occupancy	While the LDF can help by ensuring a supply of particular dwelling types and sizes that facilitate downsizing and address under-occupancy, it cannot take further action to tackle	<u>No further action required; however see main report regarding providing a range of dwellings.</u>

Key Point (common issues have been grouped)	WCC Officer Response	Suggested Action
	these issues.	
Ensure new development provides space to play/gardens	There is a well established link between health/wellbeing and housing quality. Providing a range of dwelling types together with design guidance can help ensure high quality development.	<u>No further action required; see main report regarding providing a range of dwellings.</u>
Require housing near commercial to promote walking.	Not relevant for the issue of housing mix, although important in respect to land allocations and planning decisions.	<u>No further action required.</u>
Define mid size as 3/4 beds	The bulk of the need is likely to be for 2/3 bed dwellings.	<u>See main report.</u>
Car free/reduced parking in Winchester Town	Not relevant to this issue (density and transport issues to be covered elsewhere)	<u>No further action required.</u>
Set minimum standards for dwelling floorspaces	Such standards would be too detailed for inclusion in the Core Strategy. If there were a need for policies on this, they could be developed in separate DPDs/SPDs.	<u>No further action required but see main report.</u>
Provide gypsy & traveller sites	Not relevant to this issue (provision for gypsies and travellers will be covered elsewhere)	<u>No further action required.</u>
Assess needs on a settlement by settlement basis Take account of local demographics Meet needs of specific localities	Detailed assessment of the needs of individual settlement is impractical at the Core Strategy level, although the Housing Market Assessment does provide evidence at this strategic level. However, it is also important to take account of the demographic characteristics of local markets and the needs of specific localities, for instance as identified	<u>No further action required but see main report.</u>

Key Point (common issues have been grouped)	WCC Officer Response	Suggested Action
	through parish plans. The suggested policy approach in the main report allows for this.	
Restrict expansion of other uses, e.g. University, if they can't meet housing needs they generate.	The policy approach recommended in the main report refers to meeting a range of needs, which may include students. This matter may need to be considered in relation to other policies but is likely to be too specific for the Core Strategy.	<u>No further action required.</u>
Restrict extensions to dwellings	It is important that dwellings can be used flexibly, especially in difficult market conditions. It is therefore appropriate to avoid imposing unnecessary restrictions on extensions, although some restrictions may be appropriate where the housing stock is constrained, e.g. in the countryside.	<u>No further action required.</u>
Prevent conversion of larger dwellings to smaller ones	The conversion of large dwellings to smaller units or flats can be a valuable source of housing within existing built-up areas. However, policies relating to housing mix would continue to apply and such conversions should be resisted if they fail to meet the requirements for a suitable dwelling mix to meet local needs.	<u>No further action required.</u>

Winchester District Development Framework

Core Strategy – Issues and Options

Consultations Report October 2008

Redundant Rural Buildings

Analysis of Consultation Responses

Redundant Rural Buildings

Summary of Issue and proposed options

There are many smaller villages in the District, 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 limited 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.

The Winchester District Economic and Employment Land Study confirmed the potential for traditional rural industries such as farming to expand and diversify, as the economic projections illustrated that this sector is relatively strong. There is also a relatively high incidence of home-working within the rural parts of the District.

There is a growing concern about the acute lack of affordable housing in the more rural parts of the District. In areas where there is a proven genuine local community need to be met, an existing means of delivering small scale affordable housing schemes has been through rural housing exception sites. These have been permitted as an exception to countryside policies to provide opportunities for local people who are unable to rent or buy property on the open market. While exception schemes are a valuable source of supply, they are not meeting local housing needs.

The critical nature of this issue in the Winchester District warrants the exploration of alternative measures to deliver more affordable housing. These could include the relaxing of policies on the re-use of redundant rural buildings, which currently allow only conversion to employment uses, to allow for affordable housing.

The Issues and Options paper suggested 2 Options:

1. Retain the existing approach to employment provision within the rural area by relying on the conversion of redundant rural buildings purely for employment purposes.
2. Relax the existing approach to make it easier to convert or redevelop rural buildings for employment use, or allow redundant buildings to be converted to affordable housing units where there is a demonstrable local need.

Public and Stakeholder Feedback

Public Workshops (Jan 2008)

Few comments related specifically to the issue of the conversion of redundant buildings, however some relevant comments related to the suggested uses are listed below:

- Re-use farm buildings for residential or employment use
- Increase affordable housing supply
- Affordable housing to meet *local* needs
- More community facilities in rural areas
- Need for facilities for home-working
- Selective economic growth

Issues and Options Questionnaire

Question 12 of the Issues and Options report presented the following options:

12 a

Option 1: Retain the existing approach to employment provision within the rural area by relying on the conversion of redundant rural buildings purely for employment purposes.

or

Option 2: Relax the existing approach to make it easier to convert or redevelop rural buildings for employment use, and/or allow redundant buildings to be converted to affordable housing units where there is a demonstrable local need.

12b

Are there any other ways in which redundant rural buildings could be used to support the demands the District faces over the next 20 years?

A total of 646 responses were received to Question 12a with 20% of respondents favouring Option 1 and 80% Option 2.

Question 12b provided the opportunity for respondents to make other suggestions. Over 120 responses were received. Summaries of all the responses to question 12b are available separately due to their size and can be viewed at www.winchester.gov.uk.

Annex 1 to this report groups those summaries that make relevant comments to this part of the plan together with an officer response and a recommended action. Some responses make suggestions as to alternative ways of

considering the approach to redundant rural buildings for the District and these warrant further detailed consideration as set out below.

Issues Arising and Consideration of Reasonable Alternatives

The table below examines in more detail the possible advantages and disadvantages of the main alternatives for redundant rural buildings which were suggested in response to the Issues and Options paper.

Options	Advantages	Disadvantages
<p>Issues and options proposed</p> <p>Current approach of re-use for employment use</p> <p>Relax approach to allow employment and/or affordable housing</p>	<p>Gives priority to rural employment opportunities with a view to providing access to local jobs for rural communities</p> <p>Employment uses are generally more sympathetic to the structure and integrity of historic farm buildings</p> <p>Provides opportunity to meet some of the very large affordable rural housing need which itself could help sustain the rural economy</p>	<p>Limiting opportunities for re-use for beneficial purposes for the community and farm diversification; could ultimately harm the rural economy if there is inadequate affordable housing available.</p> <p>Limits options for re-using and so restoring old redundant buildings. Potential loss of local employment opportunities.</p> <p>Potential for erosion of charismatic historic buildings in the Winchester countryside</p>
Other Alternatives		
Allow affordable housing to meet <i>local</i> needs and/or key workers only	Allows the comparatively rare opportunities for new housing in the countryside to be used in a way that most benefits that community.	Reduces the ability to meet wider housing needs
<p>Only allow conversions for affordable housing where adequate local facilities/not remote.</p> <p>Only allow conversions in suitable locations e.g. close to settlements; isolated buildings returned to cultivation or left until agricultural use needed</p>	<p>Sustainable, reduces need to travel.</p> <p>Allows the return to countryside once buildings no longer needed.</p>	Conversion of rural buildings allows communities with no or few facilities to have a diversity of households & housing opportunities to be sustainable
Facilities for home-working/live work units or mix of affordable housing	Increased opportunities for diversification and re-use. Can support rural economy	Loss of employment opportunities.

APPENDIX E

Options	Advantages	Disadvantages
and employment	& provide housing. Homeworking can be an environmentally friendly alternative to commuting.	Potentially negative impact on character of the more historic farm buildings through sub division, domestic services etc.
Allow community use, incl. health and education	Increase opportunities for diversification and re-use, supports rural sustainability	Loss of employment opportunities in industrial/office categories, although community uses can generate jobs.
Retain/conserv appearance of rural buildings Only allow conversion of attractive buildings	Protects the character of the countryside Protects the integrity of individual historic buildings	Reduced opportunities for employment and housing use by limiting the pool of suitable buildings
Priority to employment use, other uses only allowed after this considered	Maximises employment opportunities	Loss of affordable housing or other opportunities. If uneconomic or low demand, this may prevent re-use.
Allow market housing	May provide a more economic use for the building.	Market values would preclude uses such as employment and affordable housing which can make a great contribution towards the sustainability of local communities. Loss of employment opportunities, creation of dormitory settlements.
Allow re-use for other purposes, including retail	Increase opportunities for diversification and re-use.	Market forces may mean there is a drift to one type of use. Potential loss of industrial/office employment opportunities.
Allow re-use of non-traditional farm buildings	Increase opportunities for diversification and re-use. May improve character of countryside through good design	May harm the character of the countryside
Allow for redevelopment of sites that contain unsympathetic rural buildings	Increase opportunities for diversification. May improve character of countryside through good design	May harm the character of the countryside; remote new developments.
Allow local views to influence approach on individual sites	Community empowerment. Potential if done via parish planning process etc. Opportunities also as part	Inconsistency and lack of clarity, unless provided within a policy framework. Potential for piecemeal

Options	Advantages	Disadvantages
	of consultation on individual planning applications.	development which erodes existing character of the area.
Conserve buildings for agricultural use	Potential to meet as yet unidentified agricultural needs.	Limits diversification opportunities. If redundant, how will building be maintained?
Where agricultural occupancy conditions removed priority should be affordable housing	Increase opportunities for rural affordable housing provision.	Limits value/market for owner. Reduced opportunities for employment use.

Other Considerations

Government Advice

PPS3 *Housing* reflects the Government's commitment to improving the affordability and supply of housing in rural areas, aiming to improve affordability and create sustainable, inclusive, mixed communities. The PPS requires LPAs to adopt a positive and pro-active approach to the provision of affordable housing in rural areas.

PPS7 – *Sustainable Development in Rural Areas* aims to ensure the needs of all in the community is recognised, including those in need of affordable housing; to promote sustainable economic growth and diversification; to protect the open countryside and ensure rural areas are thriving, inclusive and sustainable rural communities, ensuring people have decent places to live. It supports the re-use of appropriately located and suitably constructed existing buildings in the countryside where this would meet sustainable development objectives. Re-use for economic development purposes are usually preferable, but residential conversions may be more appropriate in some locations. Local planning authorities should be particularly supportive of the re-use of existing buildings that are adjacent or closely related to country towns and villages, for economic or community uses, or to provide housing.

The replacement of buildings for economic purposes should be favoured where this would result in a more acceptable and sustainable development than might be achieved through conversion, for example, where the replacement building would bring about an environmental improvement in terms of the impact of the development on its surroundings and the landscape. However, the replacement of non-residential buildings with residential development in the countryside should be treated as new housing development - new house building (including single dwellings) in the countryside, away from established settlements or from areas allocated for housing in development plans is to be strictly controlled and isolated new houses in the countryside will require special justification for planning permission to be granted (e.g. agricultural workers' dwellings).

South East Plan and Regional Housing Strategy

Policy H.2 of the South East Plan states that local authorities should take account of the need to provide a sufficient quantity and mix of housing, including affordable housing, to ensure the long-term sustainability of rural communities. Policy H.3 on affordable housing refers to the need to work with local communities in rural areas to secure small scale affordable housing sites, well related to settlements.

The Regional Housing Strategy identifies the gap between affordable need and supply in rural areas and targets investment towards improving supply of affordable rural homes

Winchester District Strategic Partnership - Sustainable Community Strategy

The Sustainable Community Strategy (March 2007) is based on five key outcomes in terms of what is required to deliver its vision. These outcomes are:-

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

The Winchester Housing Strategy; which has been agreed by the City Council and the Winchester Housing Board, has a priority to increase the supply of rural affordable homes.

Sustainability Appraisal

The Sustainability Appraisal of the Core Strategy Issue and Options paper commented as follows on the options for redundant rural buildings:

Option 1 effectively progresses sustainability objectives for heritage, landscape and the built environment. Potential adverse impacts may occur where employment development is not supported by sustainable travel measures leading to an exacerbation of unsustainable travel patterns, and possibly localised pollution (air).

Option 2 combines two approaches which are largely compatible and provides good support for community, housing, economy and employment SA objectives. Allowing rural buildings to be used for affordable housing and/or employment uses supports recognised aims to diversify and enhance the rural economy and reduce the unsustainable levels of commuting that currently characterise Winchester's travel patterns. This option also provides good scope for sustaining heritage interests and promoting a long term sustainable use of the built environment – as such it provides the greatest benefit.

Housing Market Assessment

The Housing Market Assessment (HMA) suggests a need to increase the delivery of affordable housing in rural areas. This is echoed by work commissioned by WCC/HARAH.

Recommended Response

Consultation revealed general support for affordable housing provision, particularly for families and for more employment opportunities and community facilities in rural parts of the District. Homes reserved for *local* people was also a theme that emerged in some areas.

There is clearly a need for more affordable housing in rural areas. The re-use of redundant rural buildings offers some potential to increase supply. Adopting a more flexible approach to the re-use of suitable redundant buildings by allowing affordable housing uses in addition to employment uses would contribute to the social and economic sustainability of rural communities.

Some other uses were suggested as alternatives, such as community uses or market housing, and some respondents sought a more restrictive approach to the conversion of rural buildings. Government policy is clear that the re-use of suitable buildings is to be encouraged and, in some cases, redevelopment may be appropriate. An approach which restricts the re-use of redundant buildings, or seeks to retain them until they are needed for agricultural use, is therefore not realistic.

Government policy also favours economic uses and generally resists house-building in the countryside. The LDF will need to ensure that adequate provision is made for market housing in sustainable locations and it is therefore appropriate that residential conversions of rural buildings should be limited to cases where there is a demonstrated local need, such as for affordable housing, or no other suitable use for the building. The conversion of rural buildings for housing should, therefore, be seen as an 'exceptional' occurrence which responds to a local need and thus would justify restrictions on occupancy, as with other exceptions housing. There may also be local circumstances where community or other facilities are needed and could be provided in a redundant rural building, although these are not likely to be common enough to warrant a specific policy approach.

Where the buildings involved are of historic importance, or within a conservation area, additional considerations apply. Current policies allow flexibility in policy requirements to allow for the most appropriate uses for the building to be implemented. It is proposed that this approach would continue.

While it would not normally be appropriate to restrict occupation of affordable homes to local people, due to the exceptional nature of such schemes, there would be justification for priority being given to local households. For similar

reasons there is also justification for allowing homes erected (and conditioned) specifically for agricultural or forestry workers to be re-used as affordable housing, should they no longer be needed for the originally intended purpose.

Recommended Action
<p>Permit the conversion of suitable redundant rural buildings to employment use, community use or affordable housing for local people to meet demonstrable local needs. The priority should be for employment use and special consideration should be given to historic buildings and rural buildings which sit within conservation areas.</p> <p>Where an agricultural or forestry workers dwelling (that is restricted to that use by a planning condition or obligation) is accepted by the LPA as no longer being required for that purpose, allow changes to the occupancy restriction to enable the dwelling to be used for affordable housing for local people to meet demonstrable local needs.</p>

Annex 1 Key points arising from comments received to Question 12b

Key Point (common issues have been grouped)	WCC Officer Response	Suggested Action
Use to house illegal immigrants	Main report suggests priority be given to local people	<u>No further action required.</u>
Resist re-use as would create urban sprawl	A blanket prohibition would conflict with Government policy and could have damaging effects for the rural economy. Main report proposes only suitable buildings be re-used.	<u>No further action required, but see main report.</u>
Improve public transport	Not relevant for this issue	<u>No further action required.</u>
Allow redevelopment of sites such as the Chilcomb Centre Bar End	This is a vacant industrial building in the countryside. It is not appropriate for the Core Strategy to refer to individual 'non-strategic' sites.	<u>No further action required.</u>