

CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE

12 NOVEMBER 2008

WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK – CORE STRATEGY
ISSUES AND OPTIONS – FEEDBACK ON CONSULTATION RESPONSES AND
SUGGESTED PREFERRED APPROACH ON VARIOUS TOPICS

REPORT OF HEAD OF STRATEGIC PLANNING

Contact Officer: Jenny Nell Tel No: 01962 848 278 email
jnell@winchester.gov.uk

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

CAB 1728 - Winchester District Local Development Framework – Core Strategy
Issues and Options – Feedback on Consultation (Cabinet (Local Development
Framework Committee) – 21 October 2008

EXECUTIVE SUMMARY:

This is the second report in a series of three that draws together some of the results of the consultation exercise carried out at the beginning of 2008. Members have already seen a broad summary of those outcomes (CAB1696(LDF) refers). 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 :-

- Key and local hubs designation / Rural settlement options (settlement hierarchy) (Appendix A)

- Affordable housing, affordable housing in the rural area and rural exception sites (Appendix B)
- Options for growth in the PUSH area (Appendix C)
- Climate change (Appendix D)
- Transport (Appendix E)
- Open space, recreation and green infrastructure (Appendix F)

A further report will be presented to the 16 December 2008 meeting of this Committee covering the remaining areas/topics.

RECOMMENDATIONS:

1. That the recommended actions in relation to the Core Strategy's options on :-
 - Key and local hubs designation / Rural settlement options (settlement hierarchy)
 - Affordable housing, affordable housing in the rural area and rural exception sites
 - Options for growth in the PUSH area
 - Climate change
 - Transport
 - Open space, recreation and green infrastructure (Appendices A-F)

be agreed and incorporated when developing the 'Preferred Options' version of the Core Strategy for consultation.

CABINET (LOCAL DEVELOPMENT FRAMEWORK) COMMITTEE

12 November 2008

WINCHESTER DISTRICT DEVELOPMENT FRAMEWORK – CORE STRATEGY ISSUES AND OPTIONS – FEEDBACK ON CONSULTATION RESPONSES AND SUGGESTED PREFERRED APPROACH ON VARIOUS TOPICS

DETAIL:

1 Introduction

- 1.1 The Committee has previously been presented (CAB 1728(LDF) refers) with an analysis of a number of the matters covered by the Core Strategy. This is the second in a series of three meetings which examine the responses to the Issues and Options consultation which took place earlier this year.

2 Assessment of Responses

- 2.1 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 :-

- Key and local hubs designation / Rural settlement options (settlement hierarchy) (Appendix A)
- Affordable housing / affordable housing in the rural area / rural exception sites (Appendix B)
- Options for growth in the PUSH area (Appendix C)
- Climate change (Appendix D)
- Transport (Appendix E)
- Open space, recreation and green infrastructure (Appendix F)

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

www.winchester.gov.uk/environmentandplanning/planning/localdevelopmentframework

- 2.2 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.

3 Key and local hubs designation/Rural settlement options (settlement hierarchy)

3.1 The process of defining a settlement hierarchy is complex and not simply a function of determining a ranking system or looking explicitly at a narrow range of categories. A significant amount of data is being collated to examine the role and function of the settlements that lie within the spatial area of the Market Towns and Rural Area.

3.2 The following data is being collated for settlements within the District :-

- Parish population, projected 2014 population (% change), catchment population
- Proportion of economically active residents, range of local employment opportunities
- Level of services and facilities
- Availability of public transport (bus and access to rail)
- Household tenure, housing waiting list demonstrating local connections
- Recent housing completion rates
- Character statement summarising the main features of the settlement and its locality

3.3 This data and subsequent analysis will provide a view not only to the provision of services and facilities but also how settlements function. An important issue is the matter of the potential 'catchment' population which is based on functional relationships between settlements to allow access to services. These need to be considered in light of the influence of larger settlements both within and outside of the District. The location of the Winchester District means that its residents have a wide range of choice, but it is at the more local level that access to facilities becomes more critical to provide local opportunities for residents.

3.4 The purpose of this exercise is to not only examine the issue of catchment and influence of the key/local hubs but to also explore whether any settlements that are not designated as hubs also function as service centres. The issue of viability of rural services is a complex matter and with today's modern lifestyles and high personal mobility it is not simply the case that more development will retain local services. There is also the issue of where development becomes unsustainable and one of the purposes of the settlement hierarchy is to establish this.

3.5 A number of respondents disagreed with the term 'hubs'. On this basis and to reflect the more traditional character of many of the towns and villages of the Winchester District it is suggested that the term 'hub' be replaced by:-

Market Town
Large local centre

Small local centre
Villages

- 3.6 The matter of which settlement falls within which category will be subject of a report to a future meeting, taking into account the data being collected. This will allow all the settlements in the District to be assessed to ensure a consistent approach and to formulate a corresponding development strategy that reflects their various roles. It must however be acknowledged that below the small local centre level the potential for development will be limited and will be likely to be restricted to local needs requirements, on the basis that these settlements have little or no service provision.
- 4 Affordable housing / affordable housing in the rural area / rural exception sites
- 4.1 There are high levels of unmet affordable housing need in the District and the Core Strategy's policies should maximise new provision, both in urban and rural areas. It is also necessary to ensure the right type and quality of housing is provided, and to meet South-East Plan targets for affordable housing.
- 4.2 It is recommended that the current threshold for affordable housing (5 or 15 dwellings) should be removed, opening up opportunities for the provision of affordable housing on more sites. On smaller sites, where on-site provision may be problematic, a tariff system could be introduced and could also cover situations where the contribution required amounted to a fraction of a unit.
- 4.3 With regard to the quota (percentage) of affordable housing sought, it is concluded that a fully flexible approach would not be appropriate. The Core Strategy is a District-wide and strategic document and should set an overall quota, which is also simpler to apply and understand. It is concluded that a single quota of 40% (without subsidy) should be applied across the District, although account would need to be taken of genuine viability problems and particular local circumstances.
- 4.4 Even with the higher 40% quota there would still be a significant shortfall in affordable housing supply. Therefore other opportunities to produce additional affordable housing are considered. A number of approaches are recommended, including the early release of reserve/phased sites; developing land for 100% affordable housing on 'exception' sites; and allowing an element of market housing as a form of enabling development in suitable settlements.
- 4.5 As these would be "exceptional" types of development there would be justification for giving priority to local people which is something that cannot normally be done on traditional quota sites. Not only could these approaches boost overall supply, they could help respond to communities' desire for affordable housing to be provided for local people.
- 4.6 There is also scope to set specific targets for settlements (or groups of settlements) for 'Local Connection Housing', over and above other planned

supply. Such targets could be achieved by the release of the type of sites discussed above.

- 4.7 It is important to provide a range of affordable housing types, tenures and sizes and 70% for social rent and 30% intermediate affordable housing are recommended. The affordable housing element should be similar in terms of type and size to the market element, with priority given to meeting a wide range of community needs, including those with special or supported needs and family housing.
- 4.8 Consideration has been given to the question of contributions towards affordable housing from non-residential development. An imbalance between homes and jobs can lead to pressure on the housing market and high levels of in-commuting. Future substantial increases in employment floorspace may exacerbate these impacts and increased affordable housing can mitigate these impacts. A requirement for a financial contribution that can be pooled with other similar contributions to help increase supply would help to deal with this issue where such imbalances exist or may be created.

5 Options for growth in the PUSH area

- 5.1 There was considerable objection to the option of accommodating significant amounts of the growth required in the PUSH area within the 'hubs' of Bishops Waltham, Wickham and Knowle. Some responses included alternative suggestions of appropriate strategic options to meet development requirements in the PUSH area but most responses were objections to individual options or parts of options. Many comments were to the effect that the southern fringes of the District have little or no affinity to the 'core' of the PUSH area and should be treated differently.
- 5.2 To a large extent, these representations have already been dealt with in resolutions stemming from CAB 1728(LDF). Members have acknowledged the fact that PUSH boundary extends well into the Winchester District (and that this is determined by the South East Plan not the City Council) and embraces settlements that do not have a clear or direct relationship with the larger urban settlements on the southern fringe of the District and beyond. , Members therefore resolved to redefine the three spatial areas:
- 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
- 5.3 This produces a spatial distribution which effectively responds to many of the representations received relating to the strategic options for development in the PUSH area in terms of the relationship between settlements in the

southern part of the District and the PUSH area. This implies that the majority of the development required in the Winchester part of the PUSH area should be directed to the SDAs (which have a separate housing requirement), Whiteley and West of Waterlooville. However, further work is needed on the capacity of these areas and development at Whiteley in particular may impact on the Solent & Southampton Water Special Protection Area and RAMSAR sites/SSSIs.

- 5.4 The more detailed recommended allocation of development will be subject to a future report but the general approach should be to allocate the majority of PUSH development in large-scale allocations at Whiteley and West of Waterlooville, with any allocations at Bishops Waltham, Wickham, etc being for more local needs and reflecting the role of those settlements in the settlement hierarchy.
- 5.5 As well as reflecting the public comments received, this approach is also consistent with the evidence base (e.g. the Economic and Employment Study and the Transport Assessment) and better reflects the PUSH strategy of promoting economic growth and regeneration of the urban areas in South Hampshire. With regard to the alternative options put forward, none offer direct replacement for the options put forward for consideration in the Issues and Options consultation, nor provide a better way forward than outlined above.

6 Climate change

- 6.1 Significant carbon reductions are required to mitigate climate change, but the economic drivers for this are not yet in place to respond to the challenge. Therefore, the Core Strategy's Climate Change Policy is of critical importance. It will be important to ensure that the Core Strategy's policy aligns with other policy areas within the Core Strategy, including those on transport and economic development.
- 6.2 The higher Code for Sustainable Homes levels should be sought earlier than proposed by Government for the Energy/CO₂ element of the Code, with higher levels for specific sites where this is achievable and justified, based on local circumstances. The Core Strategy policy should strongly encourage and enable district heating where it is feasible, and resist development which seeks to invest in other, less beneficial, systems.
- 6.3 The Core Strategy should be flexible enough to secure the South East Plan's requirement for 10% of energy from renewables generation on-site, where this is most appropriate in the local circumstances. However, developer contributions to off-site renewable generation may be appropriate in some cases, depending on site size or site specific conditions.
- 6.4 The Core Strategy should encourage all major renewables technologies for use in their most appropriate circumstances. It should give a clear lead as to circumstances where there is a clear preference for a certain technology or, alternatively, where the choice can be left to the developer.

6.5 It is concluded that the Core Strategy does not need to expand on policies in the Hampshire Minerals and Waste Core Planning Strategies Policies.

7 Transport

7.1 In order to meet Government and regional policy objectives, the recommendations of the Sustainability Appraisal, and to reflect comments received on the Issues and Options consultation a 'tool kit' of measures will be needed in formulating the Core Strategy's transport strategy. This will include a range of measures drawn from both Option 1 and Option 2 and used as appropriate depending upon the scale, nature and location of the development being considered.

7.2 The Core Strategy should not set out a detailed list of policy measures to be applied, but establish the broad approach being promoted. Specific measures would be identified outside the Core Strategy, through the Local Transport Plan or delivery plans for specific sites. The overall strategy should be an evolution of current policies, rather than a radical change of approach, but there will be circumstances where more radical approaches are justified, which the policy will also need to facilitate. .

8 Open Space, Recreation and Green Infrastructure

8.1 The consultation responses showed general support for developing new standards for open space and recreation and for providing green infrastructure. There was support for improved access to greenspace, and a general desire for the current open space funding system to be extended to cover a wider range of types of open space.

8.2 Some other approaches were suggested as alternatives to applying standards but there is clear Government advice that setting a local standard is required to achieve quality open space and recreation facilities. The suggestion was also made that any review should be carried out in the context of the possible introduction of the Community Infrastructure Levy. However, the Government's advice is that work on infrastructure planning should progress as far as possible while the details for introducing the Levy are being finalised. Open space and recreation facilities form part of wider infrastructure needs and there may be a need to change the approach used in the Council's current open space funding system. However, the need for open space and recreation facilities should be assessed alongside other types of infrastructure, whether or not the Council decides to introduce a Levy when the option is available.

8.3 An assessment of open space and built recreation facilities has been undertaken and used to recommend new standards, one for open space (including greenspace) and one for built facilities. This reflects the public comments that greenspace is an integral part of open space facilities and reflects its inclusion in PPG 17.

- 8.4 It is recommended that the Core Strategy should include a revised standard for open space provision, incorporating green infrastructure, which should also cover built facilities, based on the standards recommended in the PPG 17 Study. Open space and recreation facilities form part of the social and community infrastructure that should be improved in step with development and should be addressed as part of the wider infrastructure requirements. It is likely that a further DPD or SPD will be required to set out the specific improvements and level of developer contributions required to fund them.

9 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.

10 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/environmentandplanning/planning/localdevelopmentframework

APPENDICES:

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-A78439B2&committee=15084>

Appendix A : Key and local hubs designation / Rural settlement options (settlement hierarchy)

Appendix B : Affordable housing / affordable housing in the rural area / rural exception sites

Appendix C : Options for growth in the PUSH area

Appendix D : Climate change

Appendix E : Transport

Appendix F : Open space, recreation and green infrastructure

Winchester District Development Framework

Core Strategy – Issues and Options

November 2008

**Settlement Hierarchy incorporating
Key and Local Hubs
The Rural Area**

Analysis of Consultation Responses

Settlement Hierarchy (incorporating Key and Local Hubs and the rural area)

Summary of Issue and proposed options

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

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

The early 'live for the future' events revealed that local people used local services and facilities on a daily basis but that the smaller settlements experienced a number of issues including :-

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

The issues and options document therefore proposed a settlement hierarchy to be followed through the LDF which aimed to address development needs at a local level ensuring settlements remain sustainable in terms of economic, social well being and respecting environmental constraints, whilst making a valuable contribution to the overall targets required to be delivered across the District. This report examines both the Key and Local Hub responses (question 6) together with those received to the settlement hierarchy (question 9) in the rural area on the basis that the outcomes are inextricably linked and need to be addressed in a consistent manner.

The concept of 'hubs' was used to categorise settlements, to complement the City Council's approach to partnership working, recognising the importance of focussing on larger centres which people look to for their social life, leisure, education, some retail and a range of services including employment opportunities. This promoted the use of 'Key' and 'Local' Hubs acting as community hubs which then serve a cluster of surrounding smaller settlements.

The factors used to distinguish the 'hubs' from other settlements were based on a number of aspects including :- range of shops and services, provision of education, health, sports and cultural facilities, employment opportunities plus public transport provision. The distinction between the key and local hubs was based on the 'package' of facilities, their vitality, viability, and the availability of choice to avoid the need to travel, not just on the population of the settlement:-

Key hubs	Local hubs
Alresford Bishops Waltham Wickham Whiteley	Denmead Colden Common Kings Worthy Waltham Chase Swanmore
Key facilities : <ul style="list-style-type: none"> • Good choice of shops offering a wide range of goods and services – generally over 30 retail and service units • Primary school provision and sometimes secondary provision • Local health facilities – GP, dentist, access to pharmacies • Range of retail, office, commercial and industrial employment opportunities within and immediately surrounding the towns • Various community and cultural facilities ranging from community halls, restaurants/pubs, sports facilities for general and club use, churches, libraries, tourist attractions. • Good public transport service (normally at least 2 services per hour) 	Key facilities : <ul style="list-style-type: none"> • More limited choice of shops and range of services – less than 30 units in total • Primary school • GP provision, not all have a dentist service • small employment site(s) offering traditional industrial and office employment opportunities • good range of community and cultural facilities but offering less choice than key hubs • public transport service exists but less frequently (normally at least 1 service per hour)

Key hubs were defined as :-

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

And local hubs as:-

Settlements with a lower level of service provision than the key hubs, which may have the capacity to accommodate change and provide access to

improved local services within the surrounding area and, thereby, contribute to the aim of reducing dependence on travel by car.

In addition to the hubs approach the Issues and Options paper explored the role of the smaller villages currently identified under Policy H3 of the adopted Local Plan. There are many smaller villages some of which have a limited range of local services usually in the form of a village shop/post office, school, pub, church and general community and open recreational facilities. These usually have little or no local employment provision within them although in some parts of the District there is an increasing amount of home working. Local employment provision is often more dispersed through a range of land based occupations, although there is an increasing variety of employment opportunities offered through developments which re-use redundant rural buildings. Public transport access in these areas is relatively poor with services of usually less than one per hour, which is not considered to be of a sufficient level to encourage use over other modes.

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

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

The Issues and Options document therefore explored two options for the settlement hierarchy in the rural area. Option1 reflects the existing approach in the adopted Local Plan and Option 2 an alternative approach.

Settlement Hierarchy:	
Option 1	Option 2
Allow infilling or redevelopment within the settlements defined in the adopted Local Plan Policy H.3 = Cheriton Compton Down Corhampton Droxford Hambledon Hursley Itchen Abbas Knowle Littleton Micheldever/Micheldever Station	Allow some small scale growth and change, including affordable housing and employment opportunities, within settlements which have two or more of the following facilities, to ensure these settlements remain sustainable: <ul style="list-style-type: none"> • Primary school • GP surgery • Convenience store and/or post office • Significant local employment provision

<p>Old Alresford Otterbourne Southdown Southwick South Wonston Sparsholt Sutton Scotney Twyford West Meon</p>	<ul style="list-style-type: none"> • Minimum of an hourly public transport service
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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>):-

Key and local hubs:-

- some villages must take small development to ensure that they do not stagnate
- growth option supported providing infrastructure is adequate to help support local businesses and improve public transport services
- town/village has reached its optimum limit
- incremental change will allow existing communities to adapt – build smaller developments rather than large ones to retain community identity
- too much growth will spoil character

Rural area:-

- Must maintain character of individual villages.
- Potential for large-scale planning at South Wonston, Worthy Down, Barton Stacey, Micheldever rather than small scale additions to achieve adequate infrastructure.
- Need to look at the capacity of the facilities, not only whether they are present .
- Need to define criteria for selection in more detail e.g public transport – at what time of day, infant vs primary school.
- Impact of growth in PUSH and Winchester on rural areas in between
- Provide alternatives to the car

Issues and Options Questionnaire

Key and local hubs – question 6

6a. Are the suggested Key Hubs and Local Hubs correct? *(Please tick one box)*

Yes **27%** No **73%**

Total responses = 1464

This suggests that there was a general disagreement with settlements being designated as either a Key or Local Hub. Whilst the second part of the question requested respondents to nominate settlements to be considered in either category some 1300 additional comments were also received.

6b. If you ticked No, please specify which settlements should be changed, or which other settlements should be identified as a Key Hub or Local Hub. *(Please also indicate whether the settlement should be a Key or Local Hub)*

Name of settlement:
.....

Summaries of the responses to question 6b 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.

Many responses suggested alternative Key and Local Hubs but did not articulate why they felt certain settlements should be regarded as one or the other. This raises the issue of the definition of each and the purpose of designation rather than whether specific settlements fall within a specific category, this matter is discussed in more detail below.

Rural Area

9a. Which of the 2 options is the most appropriate for the rural settlements? *(Please tick one box)*

Option 1 **35%** Option 2 **65%**

A total of 623 responses were received to this question, indicating general support for the alternative option of allowing small scale growth in settlements which meet the set criteria. In addition the results of two independent questionnaires returned give a similar response of general support for Option 2.

The second part of the question asked for alternative ways for the rural settlements to develop;-

9b. Are there any other ways in which the rural settlements could develop that would help address the issues and demands the District faces over the next 20 years?
.....
.....

Nearly 300 detailed comments were received to this question. Summaries of all the responses to question 9b are available separately due to their size and can be viewed at www.winchester.gov.uk. Many of the comments discussed individual settlements and whether they should be able to have limited growth or not. Few alternatives to the two options presented in the Issues and Options paper have been proposed.

Annex 2 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.

Other Considerations

Government Advice

Planning Policy Statement 3 'Housing' (2006), refers to the delivery of housing in rural areas and that this should respect the principles of *"providing high quality housing that contributes to the creation and maintenance of sustainable rural communities in market towns and villages"*. This guidance advises that to support the objective of creating mixed and sustainable communities *"housing is developed in suitable locations which offer a range of community facilities and with good access to jobs, key services and infrastructure."*

The guidance goes on to state that rural housing should not only be provided in the market towns and local service centres but also in villages in order to enhance or maintain their sustainability. This should include, particularly in small rural settlements, considering the relationship between settlements so as to ensure that growth is distributed in a way that supports informal social support networks, assists people to live near their work and benefit from key services, minimise environmental impact and, where possible, encourage environmental benefits.

Draft PPS 4 'Planning for Sustainable Economic Development' was released in late 2007 for consultation and emphasises the need for *"Planning policy to support economic growth in line with the principles established in Planning Policy Statement 1: Delivering Sustainable Development and within the planned approach. Planning can help create sustainable communities which will enable people to meet their aspirations and potential ..."*

One of the objectives of PPS7 'Sustainable Development in Rural Areas', (2004) states :-

"(ii) To promote more sustainable patterns of development:

- focusing most development in, or next to, existing towns and villages;"*

The guidance goes on to state that *"Planning policies in Regional Spatial Strategies (RSS) and Local Development Documents (LDDs) should facilitate and promote sustainable patterns of development and sustainable communities in rural areas. This should include policies to sustain, enhance and, where appropriate, revitalise country towns and villages (including through the provision of affordable housing) and for strong, diverse, economic activity, whilst maintaining local character and a high quality environment."*

In terms of the location of development the PPS advises :- *"away from larger urban areas, planning authorities should focus most new development in or near to local service centres where employment, housing (including affordable housing), services and other facilities can be provided close together. This should help to ensure these facilities are served by public transport and provide improved opportunities for access by walking and cycling. These centres (which might be a country town, a single large village or a group of villages) should be identified in the development plan as the preferred location for such development"*

In September 2007 the Government asked MP Matthew Taylor to conduct a review to investigate how the planning system could better support the sustainability of rural communities, focusing in on the rural economy and affordable housing to *'further support the creation and maintenance of sustainable, socially inclusive, economically vibrant and mixed rural communities- within the context of existing protection for the natural environment.'* The report 'Living Working Countryside' also known as The Taylor Review published in July 2008, can be viewed on the DCLG website at <http://www.communities.gov.uk/publications/planningandbuilding/livingworkingcountryside>.

This report makes a number of recommendations to the Government and the steps necessary for the planning system to play its role in realising the vision of mixed, thriving and sustainable rural communities. It recognises the complexities of rural living and comments that rural communities cannot stand still - change is inevitable and that market towns and villages are dependant on each other for labour, housing, employment and services, concluding that the right balance of housing and employment opportunities are crucial for all communities to be sustainable.

South East Plan

The SEP 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. It states that the approach taken by the local planning authority to development in villages should be based on the functions performed, their accessibility and the need to protect or extend key local services.

The SEP acknowledges that villages form an important part of the network of settlements in the region and that they are often subject to either development pressures or stagnation.

Winchester District Local Plan Review 2006

In a District context, the Local Plan guides development to the most sustainable locations. Policy H.3 applies to the larger settlements on the basis of that exhibit a depth and complexity of development that gives them a more obviously built-up character and that they also contain *a high proportion of the District's services, facilities, medical and educational establishments, employment, public transport and interchange provision, although not every settlement listed contains such provision. Such attributes complement and support the relative self sufficiency and social and commercial durability of these settlements. In terms of creating and maintaining the most sustainable patterns of development which can be achieved, these locations are considered the most suitable. They are generally capable of absorbing development which can be well related to local services and facilities and which, together with an increased emphasis on public transport and providing better facilities for pedestrian movement and cycling, can help to reduce the need to travel, particularly by private car.*

Accordingly the Local Plan specifies the following settlements under this policy approach :-

Bishop's Waltham	Cheriton
Colden Common	Compton Down
Corhampton	Denmead
Droxford	Hambledon
Hursley	Itchen Abbas
Kings Worthy	Knowle
Littleton	Micheldever
Micheldever Station	New Alresford
Old Alresford	Otterbourne
South Wonston	Southdown
Southwick	Sparsholt
Sutton Scotney	Swanmore
Twyford	Waltham Chase
West Meon	Whiteley
Wickham	Winchester

In terms of shopping function the local plan identifies the following settlements on the basis of the range and amount of retail and other provision :-

Main Town Centre: Winchester

Other Town/Village Centres:

Bishop's Waltham	Denmead
New Alresford	Whiteley
Wickham	

The issue of how to deal with residential development outside the above Policy H3 approach is covered in Policy H4 and Supplementary Planning guidance adopted by the Council in July 2006 'Implementation of Infilling Policy'. This guidance specifically examines where infilling would be appropriate in the smaller villages of the District and uses a criterion based approach. The first criterion assesses the suitability of the development proposal in terms of creating a sustainable pattern of development and considers villages with *two or more of the following – primary school, GP surgery or general convenience store (preferably including a sub-post office)*.

Market towns health check hand book

The Countryside Agency produced guidance in 2005 to assist those wishing to undertake a market town healthcheck. Whilst the advice is very specific to that process it does give an overview as to the concept of what constitutes a market town and its hinterland. This document advises that:- *"Populations range roughly from 2,000 to 20,000, but the ability to serve people in both the town and its surrounding countryside is more important than the town's size.*

The way a town functions depends on how it is used by people living in the town itself and by those living in outlying rural communities”.

It acknowledges that with high car ownership in rural areas it is unlikely that market towns are the centre for all activities and that *“the service and employment roles of a town vary considerably from town to town, and are also quite different for town residents and those living in the hinterland.”* The report however recognises that all market towns have the potential to be :-

- *comprehensive local service centres where people can access professional services such as solicitors, surveyors, opticians and travel agencies;*
- *distinctive places where development for housing and jobs is welcomed because it reinforces the character of the place while meeting the needs of rural society;*
- *centres for the processing of local products, especially food;*
- *places where the range of shops meets the needs of people from the rural hinterland;*
- *locations for farmers’ markets;*
- *focal points for properly planned and coordinated local transport networks;*
- *centres for culture – art, music, theatre or cinema;*
- *hubs or gateways for tourism, capitalising on the assets of the place and the nearby countryside;*
- *access points for a wide range of training, education and employment opportunities.*

The report goes on to define ‘the hinterland’ as the rural areas surrounding the town, but due to high car ownership recognises that rural lives are less constrained by distance in that rural residents will use the town differently from town residents, particularly with regard to places of work. It concludes that no

two towns are alike, and their functions will be determined by the mix of:

- *the nature of the town;*
- *the nature of the town’s location relative to the villages and the open countryside, and the influences of infrastructure such as transport links;*
- *the relationship with other towns – this factor is particularly influenced by infrastructure.*

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

As the District is predominantly rural the sustainable future of the areas outside of the built up area of Winchester Town are of key importance to a large portion of the Districts population. The creation of hubs based on how a settlement functions is a mechanism to ensure that the outcomes of the LDF tie in with the SCS and the various community planning initiatives being undertaken by the wider community.

During 2007 (CAB 1481 refers), Winchester City Council promoted the concept of the creation of 'hubs' as a basis for the Council to work more closely with communities, trying to improve its own 'local offer', and look to provide opportunities for partner agencies to improve access to their services. The concept was based on the larger centres which individuals look to for their social life, leisure, some retail and a range of services, forming a community *hub* which offers a focus for a *cluster* of surrounding smaller communities.

That report acknowledged the role of the larger market towns in the district - Alresford, Bishops Waltham, Denmead and Wickham, each of these forming a community *hub* which offers a focus for a *cluster* of surrounding smaller communities. It was acknowledged that Whiteley was a different type of community, but with its significant population needed some consideration as a service *hub*. In terms of Winchester Town it was recognised that this already acts as a *hub* for its neighbourhoods, at least in terms of providing access. It also fulfils that role for the communities immediately surrounding it - including Kings Worthy, Twyford and Colden Common.

The outcome of the adoption of this approach is the development of access points in the hubs – to provide access to a range of services offered by the Council and its partners.

More recently this concept has reached fruition with the introduction of local offices in Bishops Waltham, Whiteley and New Alresford as a recent press release notes *"Residents living outside of Winchester will soon be able to choose where they go to deal with Winchester City Council thanks to new local offices that are being established in Bishops Waltham Citizens Advice Bureau, New Alresford Library and at Meadowside Leisure Centre in Whiteley."*

One day a week there will be general advice available on all Council services and a further half a day each week will see in-depth housing and benefits advice available in Bishops Waltham and New Alresford."

Other Research

The state and future of the rural economy has been subject to much investigation in recent years. The Countryside Agency (now DEFRA) commissioned a number of reports covering matters such as 'The Role of Rural Settlements as Services Centres', 2004, 'Planning for Sustainable Rural Economic Development', 2003 and 'Are Villages Sustainable?', 2001.

These studies make many observations as to the role and function of contemporary rural towns and villages including:-

- The lives of rural residents are characterised by high levels of mobility and dispersal of activity;
- The influence of near and further urban neighbours on rural residents is significant;
- Residents make different patterns of use for different services and for work;
- Village residents exhibit importantly different characteristics and service use and employment patterns from their rural town counterparts;
- Market towns are likely, on the whole, to still have roles as service centres for their own population and for surrounding villages but the nature and scale of these roles will vary;
- Need appropriate evidence to understand the functional roles of rural settlements.

Sustainability Appraisal

The matter of the nomination of the Key and Local Hubs (question 6) was not assessed under the Sustainability Appraisal framework on the basis that it was purely promoting an approach rather than an option for development. Question 9 however expressed two options for consideration and the results of the sustainability appraisal reveal the following :-

Option 1 is largely neutral when assessed against the SA Framework. This level of development is unlikely to generate significant adverse effects for sustainability. The exceptions relate to transport and possibly housing, where infill (if primarily supplied to the private market) may result in a growth in commuter traffic (e.g. through second home ownership) and as a result of individual choices to live in the country either for quality of life issues or because house prices are proportionately cheaper than those in Winchester City.

Option 2 provides significant opportunity to progress SA objectives relating to communities, infrastructure, housing and economy by providing a level of growth that enable essential services to be maintained in the long term. This approach accords with the guidance set out in PPS7: Sustainable Development in Rural Areas. This option also recognises the strong support that exists (national and regional policy) for home working arrangements, or developments that allow rural based workers to live closer to their place of work. There are however, key sustainability issues with promoting development in smaller settlements in the rural area. The potential impacts relate primarily to biodiversity and landscape – and this is particularly the case for settlements to the east of the District that would fall within the proposed boundary of the South Downs National Park. Mitigations measure would need to be considered on a case by case basis and be sufficiently robust to meet national and international legislative requirements.

Option 2 accords with the wider objectives of PPS1 Planning for Sustainable development which seeks to locate development in a manner that supports and is in close proximity to services that can be accessed by foot, bicycle or by public transport and is therefore preferred from a sustainability perspective.

Issues arising and Consideration of Reasonable Alternatives

The purpose of defining hubs was to attempt to clarify the role and function of a number of the settlements within the District and then to explore opportunities for these to grow and diversify to continue to serve their own and neighbouring populations. The Local Plan and other guidance sets out criteria for distinguishing between settlements whether this be based purely on population (SE Plan) or on the range of services and facilities present (Winchester District Local Plan). Few responses received to either the key/local hubs question or the rural settlement issue suggested alternative ways of categorising the settlements, the majority of comments were concerned with the inclusion or exclusion of specific settlements.

A further matter is the amendment to the spatial distribution strategy which originally proposed :-

- 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)

However, following consultation on the Issues and Options paper 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. As a result of these comments the following strategy was proposed and approved CAB 1728 (LDF)

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

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.

The implication of this change particularly for the proposed Key and Local Hubs is that Whiteley now falls within the M27 corridor urban area, in recognition that it not only physically relates to the existing urban area of southern Hampshire but that it displays very different characteristics to the

other more traditional market towns and larger villages within the Winchester District. The matters relating to Whiteley will therefore be considered in a further report.

The outcome of the studies referred to above suggests that there is a need to gather important baseline data for the characterisation of rural settlements to determine the actual rather than the supposed roles of the towns/villages in respect of their own population and those of surrounding villages. The research concludes that *“the prime influences on functionality are :-*

- *The nature of the town*
- *The nature of its close context, including infrastructure, the open countryside and villages*
- *Relationships with close and more distant urban neighbours”*

There is a general recognition that each settlement functions in a subtly different way and to establish local variations certain data sets should be recorded along the following lines:-

Topic	Matters to be included
Shopping	Different types of shopping, supermarket, main food, top-up food and convenience shopping; non- food shopping – Key questions :- how key are these to the function of the town/village and its surrounding area; are they used on a daily basis
Education, health services	Level and type of provision, proximity of alternatives Key questions :- Are these facilities provided; what’s their capacity
Banking/ financial services, professional services	Level and type of provision, proximity of alternatives Key questions :- Do these exist locally either independently or as part of another facility How far is the nearest alternative
Leisure facilities, access to open space and other recreational uses	Level and type of provision, proximity of alternatives Key questions :- What facilities are available locally to be used on a daily basis Where are the nearest alternatives
Employment opportunities	Level and type of provision, proximity of alternatives Key questions :- Range of local opportunities Number of economically active residents

	Availability of public transport to alternative locations Car ownership Degree of self containment – how many people live and work locally
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This level of data is currently being collated for all the Parishes within the District and will be influential in determining which category a settlement falls within in the settlement hierarchy. In addition there is also a need to understand the setting of the town/village and its more physical characteristics that influence how it functions and indeed its relationship with surrounding settlements.

To enable a comparison be made between the larger settlements of the District a series of 'profiles' are in the process of being created which include the above data and a description of the settlement in its setting, together with a range of 'facts and figures' relating to population, number of households etc within each parish. These form a key piece to the evidence base for the LDF and will be collated and placed on the Councils website www.winchester.gov.uk in due course.

The table below depicts those comments that make suggestions as to matters that should be taken into account when considering growth and change outside the main urban area of Winchester Town and the M27 urban corridor and examines them in terms of whether they represent a reasonable alternative to the key/local hubs and rural area approach explored in the issues and options paper.

Suggested alternative	Advantage	Disadvantage
Key and local hubs should be consistent with the approach in the South East Plan key hubs over 3000 population and local hubs under 3000.	This would accord with the South East plan criteria in its broadest sense and indeed the Winchester Core Strategy must be in compliance with the South East Plan. Policy BE5 'Village Management' states <i>'villages are defined in this Plan as settlement with populations less than 3000'</i> , whereas policy BE4 'Role of Small Rural Towns' defines these as <i>'such towns should generally be up to 20,000 population'</i> .	It is clear from the evidence and research that the situation is more complex than just identifying settlements for growth based on the size of their current population, there are also a number of settlements within the Winchester District that have settlement populations just below this threshold but act as service centres for a much greater population within their catchment areas.
Hubs are inappropriate – need to concentrate development where development already exists – in or on the	The principle of identifying hubs allows policy guidance to be developed that reflects the form and function of settlements to	Within the Winchester District the only defined urban areas are Winchester Town and to some extent Whiteley

<p>outskirts of urban areas –</p>	<p>ensure development does occur in the right locations.</p>	<p>recognising its relationship with the southern Hampshire urban area.</p> <p>Guidance at national and regional level is clear that existing rural towns and villages have a key role to play in creating and maintaining sustainable communities – to ignore the potential of the Districts smaller towns and villages would run counter to this guidance</p>
<p>Hubs should be linked to train stations and/or public transport</p>	<p>The availability of alternative transport modes is a key consideration and will influence the outcome of the settlement hierarchy.</p>	<p>The limited rail provision across the Winchester District does not make this a feasible alternative when examining the role of and function of the smaller settlements.</p>
<p>Remove the distinction between key and local and have a set of 'lead' hubs</p> <p>Need more equal spread across the District</p> <p>The key hub areas should be spread over more settlements to ease the development load on each one</p> <p>All villages should be included so that none are swamped</p>	<p>To remove the distinction has some benefits to allow each settlement to be considered on its own merits in terms of the level of services and facilities it provides and the levels of growth it could sustain.</p>	<p>Without some sort of hierarchy there is a lack of guidance and strategy for a consistent approach to ensure that the right amount of development occurs in the most sustainable locations.</p>
<p>The more spatial approach to the LDF should be used to overcome the historic problem, whereby the extent to which rural settlements can contribute to overall housing needs has largely been ignored.</p>	<p>Whilst all housing completions contribute to the District targets, and are important locally, the purpose of this report is to establish a hierarchy to direct greater levels of housing development to more sustainable locations. This approach will not prejudice local</p>	<p>There needs to be some differentiation of settlement function to ensure the bulk of development occurs in the most sustainable locations.</p>

<p>Although such contribution may be relatively modest, they are important in terms of maintaining rural life and rural settlements.</p>	<p>exception development where there is a demonstrable local need.</p>	
<p>Each settlement should be treated on its own merit (as suggested key and local hubs have). This will deliver flexibility and enable optimum local solutions to be developed.</p> <p>H3 and H4 settlements could benefit from modest infill, with boundaries drawn around H4 settlements to allow development to support local facilities.</p>	<p>This would create a flexible approach that would be able to respond to local needs.</p>	<p>Without a hierarchy to follow there could be development in a range of unsuitable locations.</p>

Conclusions and Recommended Response

The above paints a complex picture of matters to be taken into account in determining the role and function of the many towns and villages within the District. It is obvious that it is not simply a function of determining a ranking system or looking explicitly at a narrow range of categories. A significant amount of data is being collated to examine the role and function of the settlements that lie within the spatial area of the Market Towns and Rural Area.

The larger settlements of Bishops Waltham, Alresford, Wickham and Denmead have been examined extensively as they are identified in the Winchester Local Plan 2006 as market towns on the basis of their retail function. A more detailed examination as part of a retail survey was undertaken to inform the Issues and Options paper (Nathaniel Lichfield 2007) and was instrumental in determining the proposed Key and Local Hubs. The remaining settlements followed a similar approach in being assessed against the provision of their level of facilities and services.

However as the LDF is a spatial framework it is important to explore a whole range of matters not just whether a settlement has a specific list of services. A matter of fundamental importance to a rural area is the proximity of facilities and services and more explicitly the need to avoid lengthy journeys by car if alternative facilities exist more locally.

The following data is therefore being collated for the settlements within the District :-

- Parish population, projected 2014 population (% change), catchment population
- Proportion of economically active residents, range of local employment opportunities, self containment.
- Level of services and facilities (based on table above)
- Availability of public transport (bus and access to rail)
- Household tenure, housing waiting list demonstrating local connections
- Recent housing completion rates
- Character statement summarising the main features of the settlement and its locality

This data will create a detailed picture of not only the provision of services and facilities but also how settlements function in terms of where alternatives are provided and where residents are likely to travel to access services on a daily basis. A series of 'profiles' are being created for the larger settlements in the District pulling together all this data which will in due course be available to view on the Councils website.

Examining a number of features and characteristics allows a holistic – spatial approach to be taken rather than simply whether a settlement is of a certain size or has a specific number of shops etc, to reflect their vitality and viability and how they function with the surrounding hinterland.

A matter raising some interesting findings is the potential 'catchment' population which is based on functional relationships between settlements to allow access to services. These 'catchments' reflect to some degree existing public transport routes and the provision of more specialised facilities i.e provision of schools, there is also a degree of overlap where there is a greater provision of services and facilities to allow for choice. The map at Annex A illustrates broad catchments and makes an assumption of which of the Hubs falls within the revised categories proposed below. (The analysis of the data to inform these designations is ongoing so these need to be treated as indicative only).

These need to be considered in light of the influence of larger settlements both within and outside of the District. Winchester, Eastleigh, Fareham and Andover are categorised as Secondary Regional Centres in the South East Plan recognising their wide range of choice, Basingstoke is a Primary Regional Centre and both Southampton and Portsmouth are designated as centres for significant change. The location of the Winchester District means that its residents have a wide range of choice, but it is at the more local level that access to facilities becomes more critical to provide local opportunities for residents.

By applying a 'catchment' to the Key and Local Hubs it becomes apparent that whilst there is a degree of overlap which is to be expected – the majority of the District has access to one or more of these designated settlements. There are however a couple of areas to the north and east of the District that

to some extent do not have direct access to a larger service centre within the Winchester District. The central parts of the District could access a number of the Key/Local Hubs for daily needs.

The purpose of this exercise is to not only examine the issue of catchment and influence of the Key/Local Hubs but to also explore whether any settlements that are not designated as Key/Local Hubs also function as a service centre for their local population and should be accordingly acknowledged in terms of the settlement hierarchy and the accompanying development strategy to be followed. Advice in the South East Plan is clear that in terms of development within settlements of less than 3000 population *“local planning authorities should positively plan to meet the defined local needs of their rural communities for small scale affordable housing, business and service development, taking into account of changing patterns of agriculture, economic diversification and continued viability of local services.”*

The issue of viability of rural services is a complex matter and with today's modern lifestyles and high personal mobility it is not simply the case that more development will retain local services, although it is anticipated there will be some limited benefit. Many of the responses to the Issues and Options paper requested greater clarity as to those villages that could accommodate development particularly with regard to the smaller settlements that are currently subject to Policy H4 of the adopted Local Plan and Infilling SPD.

There is however a point where development is not particularly sustainable and the purpose of the settlement hierarchy is to set out the thresholds beyond which this will be the case.

An issue arising from the consultation is not only the definition of 'hubs' but also the terminology – a number of respondents not only disagreed with the distinctions made but also to the actual term. This was borne out at a series of events held during September 2008, with stakeholders in the 'Key' hubs, where representatives acknowledged that the settlement acted as a hub but that it did not have a 'key' role to be identified for significant growth more than others.

On this basis and to reflect the more traditional character of many of the towns and villages of the Winchester District it is suggested that the term 'hub' is no longer used and that, based on the character profiles created for each of the larger settlements, the following terminology is more appropriate:-

Market Town
Large local centre
Small local centre
Villages

The distinction between these will be based on a combination of the matters mentioned above and settlements accordingly categorised. As a general rule the following distinctions will be applicable in terms of service/facility provision:-

Category/key criteria	Market town	Large Local Centre	Small Local Centre
	Accessible service centres, where the presence of a good range of services and facilities can support a concentration of economic and social activity and opportunities for significant further change. These centres act as a focus for a surrounding cluster of local centres to reduce the need to travel long distances by car.	Settlements with a lower level of service provision but which have the capacity to accommodate change and provide access to improved local services for the rural catchment, thereby, contributing to the aim of reducing dependence on travel by car.	Settlements with a lower level of service provision but which provide a valuable local source of key facilities where there are opportunities to change and respond to defined local needs.
Shopping and leisure	A wide range of shops including :- Supermarket >400 sq m Comparison shops Café/pub/restaurants Banking and professional services	Range of shops to include:- Small supermarket / Convenience store Other retail provision including comparison shops and post office Banking provision Café/pubs	Local convenience store and/or post office; Cash point Other retail Pub
Employment	Range of local employment opportunities, with some purpose built industrial provision	local employment opportunities – various business and commercial activities	local employment opportunities – specialist activities and land based industry
Health and education	Provision of a medical centre; pre-school; primary school ; secondary school within close proximity	Provision of a GP surgery and primary school	Provision of a primary school
Open space and recreation	Provision of built facilities for a range of recreation purposes; playing	Provision of playing fields and children's play grounds; access to	Provision of playing fields and children's play grounds

	fields; children's play including equipped areas	built facilities locally	
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It must however be acknowledged that below the small local centre the potential for development in the villages will be more limited and will be likely to be restricted to local needs requirements on the basis that these settlements have little or no service provision and would not therefore normally be a suitable location for market housing. Beyond this category there are many hamlets with no service provision which will be treated as countryside in policy terms. This approach accords with the sustainability appraisal which recognises that in terms of the small local centres and villages there would be opportunities to progress the sustainability appraisal objectives through development for local needs in a manner that supports and is in close proximity to services that can be accessed by means other than the car.

This then leaves the matter of which settlement falls within which category, taking into account the data collected it will be necessary to assess the function of the settlements against a range of criteria including existing service/facilities provision, passed housing completion rates, housing needs demonstrating a local connection etc, public transport availability and frequency. The existing population will also be influential and how this is projected to change over the next few years.

This methodology will allow all the settlements in the District to be assessed on the same criteria to ensure a consistent approach and to formulate a corresponding development strategy that reflects the various requisite roles.

A further report will be made to determine the policy approaches to be applied in these designations, taking into account local circumstances and whether different scenarios need to be applied to the settlement hierarchy as proposed to address specific requirements across the District.

Recommended Approach

That the term key and local hubs are replaced and the following settlement hierarchy of :-

Market Town

Large local centre

Small local centre

Villages

Is established using a range of data including catchment populations, population changes, provision of services and facilities that can be used on a daily basis, including public transport and local character. The settlements across the Winchester District will be assessed to determine which category they fall within.

This methodology establishes not only a consistent approach to be applied across the District but will also reinforce the role and function of the larger more sustainable settlements both individually and collectively.

Annex 1 Key points arising from comments received to Question 6b key and local hubs

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
<p>Wickham should be local hub for the following reasons :-</p> <ul style="list-style-type: none"> • Has the smallest population of all the key hubs – major development would have a disproportionate effect on the settlement • Inadequate facilities, services and infrastructure (limited range of shops, no secondary school, health facilities overwhelmed, no dentist, mobile library only, inadequate recreational space, no industrial employment, inadequate public transport) • It only has just the amount of shops for a key hub • It could be a key gateway to the National Park as long as development does not overwhelm its strong identity • Has an aging population • Should be a local hub to allow limited growth 	<p>This response raises matters of detail that will be used to inform the assessment of Wickham and its position in the revised hierarchy as proposed .</p>	<p><u>See main report</u></p>

<p>Bishops Waltham should not be a key hub – the designation does not reflect its limited capacity to support significant additional development</p>	<p>This response raises matters of detail that will be used to inform the assessment of Bishops Waltham and its position in the revised hierarchy as proposed .</p>	<p><u>See main report</u></p>
<p>Denmead should be a key hub</p> <p>Denmead has equivalent employment opportunities, schools, community and recreational facilities as the other key hubs it only performs less well on its retail provision and this needs to be seen in light of its proximity to the MDA at Waterlooville. The reports notes that the definitions are not based purely of one of the criteria but on the combination.</p> <p>Support Denmead as a local hub</p>	<p>Denmead has seen significant population change over recent years but this has not been accompanied by a growth in its retail and service sector provision. Its close proximity to Waterlooville and the planned MDA will influence how the settlement functions both now and when the MDA is implemented.</p> <p>Again these matters will be reassessed to determine where Denmead falls within the revised hierarchy</p>	<p><u>See main report</u></p>
<p>What's the purpose of local hubs – unless there is evidence to suggest further growth will improve sustainability then there is a risk that these will be expanded commuter settlements, concentrate on key hubs and affordable housing only elsewhere</p> <p>Local hubs should only have development for local needs</p> <p>None of the local hubs have much service provision</p>	<p>The purpose of defining a hierarchy is to ensure that development occurs in the right location to retain and maintain sustainable communities through a corresponding development strategy. The level of facilities and services provided in the local hubs is unlikely to support significant levels of growth – the purpose of this report is to establish the settlement hierarchy and a further report will be made proposing the development strategy to be followed in each.</p>	<p><u>See main report</u></p>

<p>New Alresford should be local hub due to</p> <ul style="list-style-type: none"> • Inadequate public transport <p>Alresford is a key hub for other areas outside the Winchester boundary</p>	<p>The purpose of this report is to explore the criteria used for the settlement hierarchy and to refine further to reflect more local circumstances and characteristics.</p>	<p><u>See main report</u></p>
<p>Welcome approach to identifying key and local hubs</p> <p>Criteria used is not detailed enough with regard to local resources and the potential for development</p> <p>Key and local hubs should be consistent with the approach in the South East Plan key hubs over 3000 population and local hubs under 3000. Other locations should also be considered.</p>	<p>The purpose of this report is to explore the criteria used for the hub designation and refine further to reflect more local circumstances and characteristics.</p> <p>Using the SEP criteria is too simplistic as it is only based on population data, whilst population is a key criterion it needs to be taken into account with other factors.</p>	<p><u>See main report</u></p>
<p>Alresford, Bishops Waltham and Wickham as market towns should have planned growth related to the scale of population in the towns and their hinterland</p> <p>The character of the old market towns of Alresford, Bishops Waltham and Wickham should be preserved at all costs.</p> <p>The ancient markets towns of Bishops Waltham, Wickham and Alresford should not be considered on the same basis as Whiteley</p>	<p>The purpose of this report is to explore the criteria used for the settlement hierarchy and to refine further to reflect more local circumstances and characteristics.</p>	<p><u>See main report</u></p>

<p>Twyford and Hursley should be local hubs</p>	<p>All settlements are to be reassessed with regard to their level of services, population changes etc to determine where they fall within a settlement hierarchy.</p>	<p><u>See main report</u></p>
<p>Remove the distinction between key and local and have a set of 'lead' hubs</p> <p>Hubs are inappropriate – need to concentrate development where development already exists – in or on the outskirts of urban areas – this will be in accordance with the strategic objectives, the hub approach does not address the objectives.</p> <p>Don't agree with hub concept</p> <p>Convert local hubs to key hubs.</p> <p>Not a helpful split should be all hubs or lead areas – split is artificial</p> <p>Big expansion of the key and local hubs will spoil this special character</p> <p>Hampshire has a network of existing hubs - these should be utilised instead of creating a new set. (i.e Petersfield, Andover, Eastleigh, Romsey, Alton, Overton, Whitchurch)</p> <p>Satisfactory hubs already exist at Winchester, Fareham and Hedge End</p>	<p>The purpose of this report is to explore the criteria used for the hub designation and refine further to reflect more local circumstances and characteristics.</p> <p>As Winchester District is so diverse with many smaller settlements it is necessary to determine a settlement hierarchy to follow in formulating a development strategy to be followed over the next twenty years to ensure that the right amount of development occurs in the right locations.</p> <p>These hubs reflect much larger urban areas and lie beyond the Winchester boundary – the purpose of the key/local hubs is to determine what is relevant to the Winchester District.</p>	<p><u>See main report</u></p>

<p>– all are within reasonable distance of the existing towns and villages</p>		
<p>Kings Worthy should be seen as part of Winchester Town and have connecting corridors to make it 'Area 5' in the Step change for Winchester Town</p> <p>Kings Worthy is part of greater Winchester and should be recognised as such and classified as a key hub</p>	<p>Kings Worthy proximity to Winchester means it is influenced by the range of services and facilities on offer there, however it does have a good range of services of its own and also serves a rural catchment. It does however lie beyond the designated Winchester Town boundary and is rightly considered under the market towns and rural area.</p>	<p><u>See main report</u></p>
<p>Otterbourne should be a hub due to its proximity to Winchester – it is well served and accessible</p>	<p>All settlements are to be reassessed with regard to their level of services, population changes etc to determine where they fall within a settlement hierarchy.</p>	<p><u>See main report</u></p>
<p>None of the locations will enable a reduction in car dependency unless a new rail network is built with easy access to the main rail network</p> <p>Hubs should be linked to train stations and or public transport i.e Petersfield, Andover, Eastleigh, Romsey, Alton, Overton, Whitchurch</p> <p>Presence of a rail station must be a fundamental requirement if car usage it to be reduced</p>	<p>The availability of public transport is a consideration in determining the level of development that may be appropriate in the more rural parts of the District and the role and function of the larger towns and villages. Rail provision is limited within the District but where this is either available directly or indirectly this will inform the settlement hierarchy under consideration. The rural nature of the District and the proportion of high car ownership however reflect the reality of high mobility within the</p>	<p><u>No further action required</u></p>

	<p>District and whilst the settlement hierarchy will be determined based on good public transport links these are not the final determining factor.</p> <p>The creation of a new rail network is not a feasible proposition in a dispersed rural area.</p>	
<p>Micheldever station site should be a completely new town with new infrastructure that will not be compromised by having the constraints imposed on it by old and existing villages or towns.</p>	<p>The issue of a new settlement at Micheldever due to its scale is beyond the scope of the Winchester Core Strategy and a matter that should be addressed through the SEP. The Panel Report to the SEP in August 2007 specifically referred to this proposal and subsequently rejected it.</p> <p>The level of services and facilities at Micheldever will however be used to assess where it falls within the revised settlement hierarchy.</p>	<p><u>No further action required</u></p>
<p>Need more equal spread across the District</p> <p>The key hub areas should be spread over more settlements to ease the development load on each one</p> <p>All villages should be included so that none are swamped</p>	<p>The purpose of this report is to explore the criteria used for the settlement hierarchy to reflect more local circumstances and characteristics.</p> <p>Whilst there is some degree of existing dispersion across the District – it remains necessary to assess service level provision to ensure that settlements can offer facilities to be used on a</p>	<p><u>No further action required</u></p>

	daily basis to ensure that development occurs in the most sustainable locations.	
There should be a hub identified in the Meon Valley	The purpose of this report is to explore the criteria used for the settlement hierarchy to reflect local circumstances and characteristics. The settlements within the Meon Valley will be assessed and categorised accordingly.	<u>See main report</u>
As Swanmore has a large secondary school this should be developed further as a key hub as its has good public transport and excellent local shopping	The purpose of this report is to explore the criteria used for the settlement hierarchy and refine further to reflect more local circumstances and characteristics.	<u>See main report</u>

Annex 2 Key points arising from comments received to Question 9b

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
<p>Distinctiveness of settlements should be protected.</p> <p>Each settlement should be treated on its own merit (as suggested key and local hubs have). This will deliver flexibility and enable optimum local solutions to be developed.</p> <p>The classification of rural settlements does not take account of individual character.</p>	<p>The purpose of this report is to explore the criteria used for the settlement hierarchy and refine further to reflect more local circumstances and characteristics.</p>	<p>No further action</p>
<p>The more spatial approach to the LDF should be used to overcome the historic problem, whereby the extent to which rural settlements can contribute to overall housing needs has largely been ignored. Although such contribution may be relatively modest, they are important in terms of maintaining rural life and rural settlements.</p>	<p>The basis for the settlement hierarchy is to establish criteria that reflect the spatial element of the LDF and look beyond traditional approaches of simple population size or service provision.</p>	<p>See main report</p>
<p>Housing targets must be allocated to all settlements throughout the District, thus sharing the District housing burden fairly, without destroying any one settlement.</p>	<p>The SEP sets a housing target for the Winchester District which is then divided into the PUSH and non-PUSH parts of the District. The purpose of establishing a sound settlement hierarchy is to determine which settlements or groups of settlements are of</p>	<p>No further action – see further reports on development strategy to be applied to the settlement hierarchy</p>

	sufficient size to accommodate more growth – this will then be expressed in a development policy.	
Beyond Winchester's accessible hinterland, rural settlement should be allowed to accommodate some limited growth to support viability and vitality of those communities.	Advice at both national and regional level recognise the need for limited local needs development.	See main report
Both national and strategic guidance emphasises the importance of maintaining and enhancing the role of market towns, to act as rural service centres to the wider hinterland. This would be undermined by allowing development in a disperse strategy across the wider rural area.	The purpose of this report is to establish a sound framework for determining what settlement falls within which category, in terms of a settlement hierarchy which will then determine the level of development to be considered through the Core Strategy and the LD.	See main report
All communities should expect some growth. This should be based and in proportion to the size of the community.	Agree and this is one of the reasons for reassessing the settlement hierarchy.	See main report
Allowing rural settlement a share of growth will make them more sustainable rather than being dormitory settlements.	This will depend on the level of service provision and other factors due to the high mobility of the Districts residents. The purpose of the settlement hierarchy is to establish the right proportions of growth in the right locations.	See main report
There is still room for controlled development in rural areas. If people choose to live in an area with limited infrastructure that should be their choice.	Advice at both national and regional level recognise the need for limited local needs development.	No further action
In villages, small developments place less	Advice at both national and regional level	No further action

<p>impact on surrounding areas.</p>	<p>recognise the need for limited local needs development.</p>	
<p>Option 2 should not rely on the facilities mentioned, all of which could be withdrawn.</p>	<p>It is recognised that services may close in the future but their current existence is a useful indication as to the current role and function of the settlement – the approach proposed in this report does not purely rely on the provision of services but examines a range of matters.</p>	<p>No further action</p>
<p>The new settlement strategy, based on the presence of facilities is crude and does not take into account the ‘weight’ of individual facilities or services and fails to recognise the complexity and diversity of rural communities.</p>	<p>It will be necessary to score some of the factors referred to in the above report to emphasise the importance of these on a daily basis. By examining a package of matters it will provide a more holistic approach and reflect the complexity of the District rural settlements and the lifestyles of its residents.</p>	<p>No further action</p>
<p>Support option 2, but Rural Facilities technical paper is not clear in terms of approach to bus availability and accessibility. Must be considered against 3 other factors: 1) availability of suitable sites to accommodate new development in any given settlement, 2) the availability of other services and facilities within the settlement and 3) the extent to which new development can help to support these services and facilities.</p>	<p>The availability of public transport is one of the key considerations in the settlement hierarchy particularly where the service is relatively frequent and to a number of destinations, however it is not the only consideration in recognition of the high car ownership and personal mobility within the rural parts of the District.</p> <p>The availability of sites to accommodate development will be considered when determining which settlement falls into</p>	<p>See main report</p>

	<p>which category of the hierarchy. The viability of existing services is a complex matter and the settlement hierarchy and any subsequent development may assist in their retention.</p>	
<p>Option 2 is a more flexible option than infilling which can destroy village character of openness. It can take place without defining village envelopes an allow consent on the basis of character. Modest infill, reuse or redevelopment and some new development on suitable sites can be properly planned for.</p>	<p>The levels of development to accompany the hierarchy have yet to be determined, but below the three categories identified above it is likely development will be limited to that required by demonstrable local needs.</p>	<p>No further action</p>
<p>Infilling can destroy the character of the village just as much as extending the boundaries</p> <p>Settlement policy boundaries is a more effective mechanism for both identifying and limiting new development. Current policy H4 is complex and unduly restrictive.</p> <p>Redevelopment/infill within such settlements should be considered should be limited and commensurate with their location and accessibility. PPS7 should inform the wording for this option.</p>	<p>The levels of development to accompany the hierarchy have yet to be determined, but below the three categories identified above it is likely development will be limited to that required by demonstrable local needs.</p>	<p>No further action</p>
<p>Option 1 is too restrictive and option 2 too ill defined. The issue of sustainability often</p>	<p>The purpose of this report is to explore the criteria used for the</p>	

<p>depends on market fluctuations. Require a clearer approach to accord with PPS 3. Include an additional category 'undefined settlement' to cover the smaller villages and to avoid the existing confusion and restrictions placed on the Infilling SPD. Villages without a boundary would benefit from having a boundary defined.</p>	<p>settlement hierarchy and refine further to reflect more local circumstances and characteristics.</p> <p>The levels of development to accompany the hierarchy have yet to be determined, but below the three categories identified above it is likely development will be limited to that required by demonstrable local needs.</p>	
<p>Provision for car transport must be maintained.</p>	<p>This report acknowledges that due to the rural nature of the District and the high personal mobility, whilst public transport is a key consideration there are other factors that are must also be taken into account.</p>	<p>No further action.</p>
<p>Improve local transport services.</p> <p>An hourly bus service is insufficient for reducing car use. Ideally there should be a light railway system in rural areas to meet the needs of young and older people.</p>	<p>The purpose of this report is to explore the criteria used for the settlement hierarchy and refine further to reflect more local circumstances and characteristics. The availability of public transport is a consideration and needs to be balanced with other matters, the report also acknowledges that due to high car ownership there is a reliance on the car that cannot be avoided but where possible alternatives should be encouraged. It is unlikely that the introduction of a rail system within the rural area would be feasible.</p>	<p>No further action</p>

<p>Development in hubs and MDAs must not create rat-runs in the nearby villages.</p>	<p>Large scale development will require a traffic impact assessment which will examine the impact of traffic from the development in the surrounding road network and appropriate mitigation will be required as appropriate.</p>	<p>No further action</p>
<p>Suggest mix of option 1 and 2 to grow to meet needs of natural population growth.</p>	<p>The purpose of this report is to explore the criteria used for the settlement hierarchy and refine further to reflect more local circumstances and characteristics.</p>	<p>See main report</p>
<p>Allow subdivision of properties with approximately 1 acre.</p>	<p>This is a specific request and will depend on the location of the site in relation to the settlement hierarchy.</p>	<p>No further action</p>
<p>No development on Greenfield sites</p> <p>Limited growth on derelict brownfield sites (not gardens) is acceptable. Allow a small amount of spacious development around the boundaries.</p> <p>Brownfield sites that are adjacent or close to settlement boundaries should be considered for mixed use or residential development.</p> <p>New housing has to go where the jobs are, preferably on brownfield sites.</p>	<p>The LDF will require a sequential approach to development with the reuse of previously used land in advance of any Greenfield releases.</p> <p>The amount of development will be dependant on the category of the settlement within the hierarchy.</p>	<p>No further action</p>
<p>Need also to consider other settlements as local hubs that could support modest scales of growth and benefit from</p>	<p>The purpose of this report is to explore the criteria used for the settlement hierarchy and refine further to</p>	

<p>development. H3 and H4 settlements could benefit from modest infill, with boundaries drawn around H4 settlements to allow development to support local facilities.</p>	<p>reflect more local circumstances and characteristics and will result in an assessment of the all the settlements within the District to determine which categories they fall within.</p>	
<p>Use exception sites for affordable homes on the boundaries of the settlements.</p> <p>Prioritise small scale development in rural areas to provide affordable housing for local rural people.</p> <p>The only appropriate development is affordable housing for local people.</p> <p>Do not limit development to settlements with two or more facilities if there is a demonstrable need for affordable housing. Consider Horsham DC approach to exception sites and only allow new housing if need can be proven.</p> <p>A policy for assisting key workers to obtain housing may prevent villages becoming entirely commuter dormitories.</p>	<p>Affordable housing across the District and within the rural areas is covered elsewhere in this report.</p>	<p>See Appendix B</p>
<p>Preserve green gaps between villages and local character. Avoid traffic gridlock by avoiding housing saturation.</p>	<p>The character of settlements is a matter being taken into consideration in determining the settlement hierarchy and gaps between settlements will be subject to a further</p>	<p>No further action</p>

	report to this committee.	
There is no way that rural settlements could develop without destroying their character e.g. Sutton Scotney's recent developments.	Comment noted	No further action
Re-investigated developing an eco town at Micheldever Station. Plot a new settlement	This issue has been considered at the regional level and recently rejected.	No further action
Modest new development can help sustain important services and facilities. Facilities must be maintained and increased. Flexibility is necessary to allow for sensible uses/reuses. The definition of a rural area should be revisited. With limited public transport and distance of a GP surgery it may mean 2 hours for a 10 minute appointment Additional housing in rural areas could be provided by converting larger properties into smaller dwellings and discouraging new build homes with 4 or more bedrooms (these do not meet the needs of rural workers).	The viability of existing services is a complex matter and the settlement hierarchy and any subsequent development may assist in their retention. The purpose of this report is to explore the criteria used for the settlement hierarchy and refine further to reflect more local circumstances and characteristics – it does not seek to redefine the rural area but does examine the settlements within it and there will be a number of settlements that due to poor service provision and low population remain outside the proposed hierarchy, so that any development is made in exceptional circumstance based on a demonstrable local need.	See main report
Need to consider the policies of the proposed South Downs National Park and existing Area of	Agree – the spatial approach of the LDF will require the Core Strategy to address the	No further action

Outstanding Natural Beauty.	National Park and include a core policy in the Winchester core strategy.	
Build in PUSH districts if necessary, but not in the Winchester area.	Winchester District lies partly within the PUSH area and consequently its LDF must reflect the policies of the sub-regional strategy.	No further action
<p>Preference should be given to well established, accessible employment sites in the countryside to contribute to the development requirements of the District. Need emphasis on employment land within the rural areas with a focus on office, high technology and light industry to disperse commuting.</p> <p>Should be scope for some employment provision if there is demonstrated local demand.</p> <p>Limited employment should be provided to balance the level of rural employment and housing.</p> <p>Loss of employment sites should not be resisted in locations which have good public transport.</p>	<p>The role of employment sites within the existing settlements is recognised in the criteria proposed for assessing the settlement hierarchy and employment opportunities utilising redundant rural buildings was considered under Cab (1728) LDF.</p> <p>The levels of development to be applied to the different levels of the settlement hierarchy have yet to be determined but the higher order settlements will be expected to provide for housing and local employment requirements.</p>	See main report
For Micheldever, Micheldever Station and Shawford, option 2 should apply (benefit from train stations).	The availability of public transport including access to rail services are one of the matters taken into account in determining the levels of the settlement hierarchy	See main report
Durley should be grouped	Durley lies within the market towns and rural	See report CAB (1728) LDF

<p>with the rural settlements and not in the PUSH area.</p>	<p>area as defined under the spatial distribution strategy of the Winchester core strategy. Part of this area is also covered by the PUSH designation.</p>	
<p>Development within settlement boundaries is preferable. However, Corhampton does not have the infrastructure and services to a sustainable location for new development.</p> <p>Facilities and infrastructure in Curdrige are unable to be improved sufficiently to serve additional development.</p>	<p>Noted - this is the purpose of this report to determine the criteria to be applied to categorise which settlements fall within which category of the proposed hierarchy.</p>	<p>See main report</p>
<p>Sutton Scotney has already had substantial development in recent years</p> <p>Rural and urban areas need to be clarified. Wickham is a rural village as it has limited facilities.</p> <p>Why is Shawford not included?</p> <p>Take Old Alresford out of any planned extension. Need some areas of beauty left to attract tourists.</p> <p>Knowle should not be treated as part of the rural area. It is not a local hub yet, but should be treated as having potential to become a sustainable local hub, taking a larger share of housing as there is potential station at</p>	<p>Noted - this is the purpose of this report to determine the criteria to be applied to categorise which settlements fall within which category of the proposed hierarchy. A further report will then follow to determine the levels of development to be applied to each of the categories.</p>	<p>See main report</p>

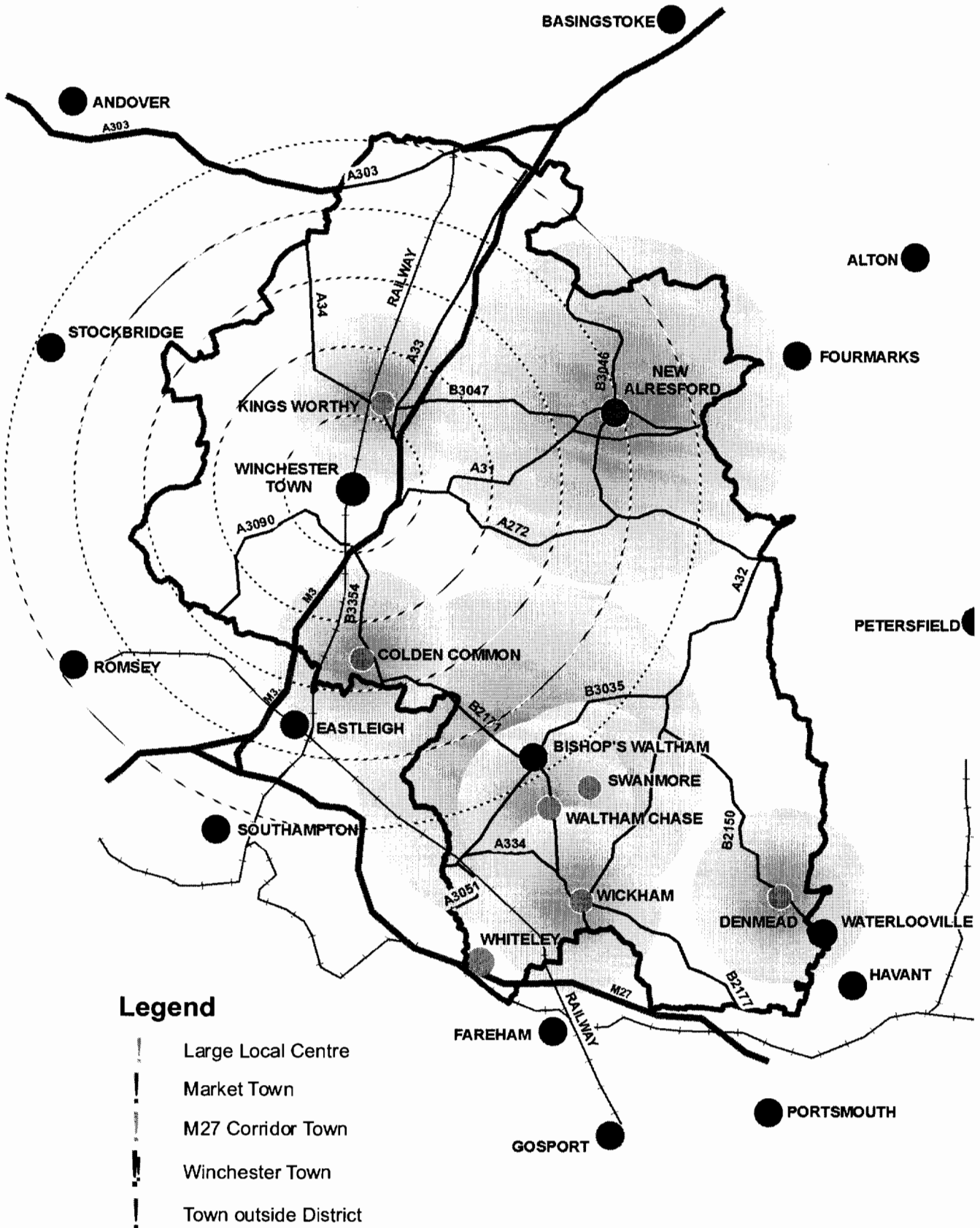
<p>Knowle Junction and proximity of M27.</p> <p>Harestock could be expanded.</p> <p>Include Durley and Curdridge; Curdridge and Durley should be included and should have post offices; Include Durley in development plans- the space between the top of Durley Street, Sciviers Lane, Winters Hall, joined onto Bishops Waltham.</p> <p>Owlesbury would welcome a small development.</p> <p>It is vital that smaller villages like Corhampton and Meonstoke are still able to grow and thrive. Some additional development will be necessary over the next 20 years.</p>		
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Other Comments received under question 9b :-

<p>Cycle lanes on roads, allotments, short commuting distances.</p>	<p>noted</p>	<p>No further action</p>
<p>Village Design Statements should be taken fully into account on planning applications.</p>	<p>Noted – this is a matter beyond the scope of the core strategy</p>	<p>No further action</p>
<p>Improved IT to allow remote or home working.</p>	<p>The whole district has access to broadband services</p>	<p>No further action</p>
<p>Seek to revitalise farming and other sustainable rural occupations to reduce dependency on imported products and provide local leisure facilities</p>	<p>Agree – the rural economy is a vital part of the whole District economy.</p>	<p>No further action</p>

Build underground, in order to retain rural green areas.	noted	No further action
Enhance primary schools to facilitate use as adult and youth learning, health, sports and other recreational facilities out of school hours.	Where feasible this is happening.	No further action
Redundant churches/chapels could be converted to community facilities.	The reuse of redundant rural buildings was covered by CAB (1728) LDF	No further action
Introduce council tax provisions to discourage the purchase of rural housing as second/holiday homes.	This is beyond the scope of the Winchester LDF	No further action
Need to be aware that in rural areas drainage systems are very poor	Noted	No further action

Estimated Population Catchment for Larger Settlements within the District



Winchester District Development Framework

Core Strategy – Issues and Options

Rural Affordable Housing Rural Exception Housing Affordable Housing

Analysis of Consultation Responses

Affordable Housing

Summary of Issue and Proposed Option

This paper deals with affordable housing issues considered under the three different questions in the Issues and Options paper which related to affordable housing provision generally and also specifically in rural areas. This is because of the considerable cross-over between the relevant issues and potential policy approaches. A consolidated set of recommended policy approaches is presented in the paper.

A critical issue in the District is the availability of affordable housing. The District has some of the highest house prices in Hampshire and the South East: in Quarter 2 of 2008 the price of an average house was £339,000 in Winchester District compared to an average price within the South East of £274,000.

The term affordable housing can be confusing. Affordable housing can be broken down into two main elements. Social Rented Housing, which is generally the type of housing accessed by those on the lowest incomes, and Intermediate Affordable Housing. This latter type can take several forms including shared ownership and intermediate (sub-market) rent. This is normally sought by those on higher incomes. Provided other eligibility criteria are met, households with an income of (currently) up to £60,000 can apply for Intermediate Affordable Housing. However, incomes in the mid £20,000 are more common, with very few higher income earners registering interest.

There are currently almost 3000 households seeking social rented accommodation on the Council's housing register. In addition to this around 650 households are seeking intermediate affordable housing, such as shared ownership. The Housing Market Assessment by WCC-employed consultants DTZ, which examined the housing needs in the District, concludes that there will be a requirement for some 440 affordable units (of which at least 380 should be social rented) to be provided annually to meet affordable housing needs over the LDF period. This number may however be an underestimate due to the difficulties in assessing current hidden need i.e. those households in need but not registered.

Need is high in the market towns and rural parts of the District, including small villages, as well as in Winchester Town. This includes high levels of housing need in many villages for which identified households in need have a local connection.

Most new affordable housing is produced in association with market development, currently facilitated by Local Plan policy. Current Local Plan policy (H.5) requires :-

- (i) - 40% provision within the defined built-up area of Winchester; and 30% provision within the defined built-up areas of the other larger

settlements; where 15 or more dwellings are proposed, or the site is 0.5 hectares or more;

- (ii) 40% provision within the Major Development Area at Waterlooville and the Strategic Reserve Major Development Areas at Waterlooville and Winchester City (North);*
- (iii) 30% provision within the defined built-up areas of the smaller settlements and elsewhere in the District, where the site can accommodate 5 or more dwellings, or exceeds 0.17 hectares;*
- (iv) 35% of the housing provision within the Local Reserve housing sites.*

Current policies also make provision (Policy H.6) for development to meet local affordable housing need on rural exception sites:-

As an exception to other policies of the Local Plan, small-scale housing schemes will be permitted on sites well related to existing defined and other settlements, to meet the needs of local people unable to afford to rent or buy property on the open market, provided that:

- i. the Local Planning Authority is satisfied that the need cannot be met within the settlement where the need exists;*
- ii. the development provides affordable housing in perpetuity for local people in proven housing need, who cannot afford accommodation locally on the open market;*
- iii. there is access by public transport, walking or cycling to local facilities (particularly shops and schools);*
- iv. the development is well related to the scale and character of adjacent settlements;*
- v. it does not intrude unduly into the countryside or harm the landscape character or setting of settlements, particularly in the East Hampshire Area of Outstanding Natural Beauty.*

While current Local Plan policies have delivered significant numbers of affordable homes, the shortfall in housing need has not been addressed. Monitoring reveals that, particularly in the larger settlements, many sites have been developed at just below the thresholds to avoid compliance with the policy. In rural areas local opposition and difficulties in finding suitable sites have often hampered delivery of 'exceptions sites' despite there being a demonstrable local need.

Public and Stakeholder Feedback

Public Workshops (Jan 2008)

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

- Mix of housing needed (size of properties is important), including family housing
- Encourage diverse and mixed communities
- Need contributions from all/small sites
- Keep threshold
- House people with local connections
- Provide a range of affordable housing tenures, e.g. shared equity
- In some areas 15% or 25% affordable housing would be appropriate; enough affordable housing in some areas
- Provide 40% of housing as affordable/aim higher
- 50% affordable housing is too high
- Use tariffs where appropriate
- Distribute affordable amongst other tenures
- Provide housing for key workers
- Don't provide social housing
- Provide environmentally friendly housing
- Provide sheltered housing/housing for older persons
- Provide lifetime homes/flexible accommodation
- University to provide housing
- Allocate sites for affordable housing/provide exception sites
- Locate affordable housing close to facilities
- Provide affordable housing over shops
- Young people need affordable housing
- Vary design
- Need low cost market housing/start-up/self-build homes
- All development should contribute
- Need flexible system
- Need exception sites for locals

Rural Affordable Housing

Question 10 of the Issues and Options paper presented the following options:

10a:

Option 1: The affordable housing targets in the Rural Area should remain as specified in the Local Plan at the existing requirement for 30% affordable housing on sites of 5 or more dwellings (or above 0.17ha).

Option 2: The requirements for affordable housing in the Rural Area should be increased to a requirement of 50% affordable housing (35% social rented and 15% intermediate) on all sites, either through on-site provision or financial contributions.

10b:

Are there any other affordable housing options for the Rural Area that could be considered?

Issues and Options Questionnaire

Of the 624 respondents to this Question 49% favoured Option 1 and 51% Option 2. There was no clear preference, therefore, for either Option.

Question 10 provided the opportunity for respondents to make other suggestions. Approximately 150 responses were received. Summaries of all the responses to question 10 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 Issue, together with an officer response and a recommended action. Some responses make suggestions as to alternative ways of considering the approach to affordable housing provision 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 suggested in response to the Issues and Options paper.

Options	Advantages	Disadvantages
<p>Issues and options proposed</p> <p>The affordable housing targets in the Rural Area should remain as specified in the Local Plan at the existing requirement for 30% affordable housing on sites of 5 or more dwellings (or above 0.17ha)</p> <p>The requirements for affordable housing in the Rural Area should be increased to a requirement of 50% affordable housing (35% social rented and 15% intermediate) on all sites, either through on-site provision or financial contributions.</p>	<p>Policy well established and understood</p> <p>Potential to increase affordable housing supply</p>	<p>Would not allow an increase in supply to meet needs</p> <p>Viability study suggests 50% is not generally achievable</p>
Other Alternatives		
<p>Take financial contribution in certain circumstances</p>	<p>Can be helpful in certain circumstances where they can be used to better meet housing needs.</p>	<p>Could reduce quantity of land available for affordable housing.</p>
<p>Don't take financial contributions</p>	<p>Recognises land itself is a valuable resource and on site provision has the potential to support mixed communities.</p>	<p>Contrary to PPS3. In some circumstances contributions can better meet needs and enable development to take place.</p>
<p>Give preference to key workers</p>	<p>Helps support key services</p>	<p>"Specialised" affordable housing would be at the expense of other forms of affordable housing. Relative needs must be assessed and provided eligibility criteria are met it is normally an issue for the Strategic Housing Authority who occupies</p>

Options	Advantages	Disadvantages
		affordable housing rather than a land use planning matter.
Take account of local needs	Sensitive to local requirements; particularly in terms of dwelling mix.	Without thresholds/quotas would lead to uncertainty. Unless on an exception site housing should meet a wider community need.
Reduce thresholds	Potential to increase affordable housing supply	Potential impact on viability and land supply
Have a threshold of 15 units	Potential to encourage more market building	Probable reduction in affordable housing supply
Take contributions from non-residential development	Would allow negative consequences of development that increases workforce and thus increases demand/competition for homes in District to be countered and alternatives to commuting created.	May act as a disincentive to businesses wishing to expand or locate in the District; complexities in deciding if any exceptions e.g. community; health; education uses and whether there should be a threshold that triggers a contribution
More 3 bed houses/less flats	3 beds would help meet a need for housing where there is high need; would produce more flexible accommodation.	Flats have a role in ensuring a range of needs are met.
Build larger developments e.g. 20 units+	Would allow a mix of tenures to be provided	Ensuring there is a range of site sizes is one way of promoting a range of types and sizes of dwellings.
Reduce affordable housing requirements	Potential to encourage more market building	Would reduce supply of affordable housing
Increase affordable housing requirement e.g. to 70% or more	Could increase supply if applied to sites where development would not normally be permitted.	Viability study does not support such high quotas on sites where development would normally be permitted
Prioritise affordable housing over other planning requirements	Potential to maximise affordable housing supply	Would impact on other requirements e.g. open space and thus on community sustainability
Vary quota depending on site size	Would allow policies to be sensitive to local circumstances.	A fully flexible system would lead to uncertainty

Options	Advantages	Disadvantages
More intermediate affordable housing	Opportunity to meet a range of housing needs	Would be at the expense of social rented housing for which there is a higher need
Decrease quota/limit proportions of affordable housing in certain areas due to existing stock	If "oversupply" of overall numbers or a particular tenure in an area can help to produce more balanced communities	Reduction in affordable housing supply; Core Strategy policy needs to be broad and generally applicable.
Take account of viability when setting quotas	Sensitive to development economics	Without clear parameters set in policy would lead to uncertainty
Use surplus Hampshire County Council land	Opportunity to increase supply	Relies on landowner being willing to use for housing
Only allow housing if it supports rural activities e.g. farming	Would help conserve the countryside	Would constrain affordable housing supply and threaten the sustainability of rural communities
Promote self build/release land for self build for locals	Empowers households to meet own housing needs.	Supply likely to be limited
Ensure policies incentivise owners to bring land forward for development	Potential to increase affordable housing supply	If "overcompensate" financially then could reduce affordable housing supply, increase costs and increase hope value.
Only build in sustainable locations	Would ensure sustainable development	May not allow affordable housing in more remote areas
Set targets for tenures not just numbers	Would help ensure the right kind of housing is built	Need to avoid inflexible policies
Limited release of more land	Potential to increase affordable housing supply	Potential negative impact on the countryside

Rural Exception Sites

Question 11 of the Issues and Options paper presented the following options:

<p><u>11a</u></p> <p>Option 1: Retain existing approach to allowing rural exception sites for delivering affordable housing in the rural area through rural exception sites.</p> <p>Option 2: Explore more creative ways of delivering affordable housing by allowing a small percentage of market housing (25%) on a site to enable the provision of a higher proportion of affordable housing (75%).</p> <p><u>11b:</u> Are there any other ways of delivering affordable housing in the rural area?</p>
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Issues and Options Questionnaire

Of the 581 respondents 40% favoured Option 1 and 60% Option 2.

Question 11 provided the opportunity for respondents to make other suggestions. Approximately 110 responses were received. Summaries of all the responses to question 11 are available separately due to their size and can be viewed at www.winchester.gov.uk.

Annex 2 to this report groups those summaries that make relevant comments to this part of the Issues and Option consultation, together with an officer response and a recommended action. Some responses make suggestions as to alternative ways of considering the approach to affordable housing provision and these warrant further detailed consideration as set out below.

In addition the results of two independent questionnaires indicated significant support for a higher proportion of new homes to be affordable and for business developments to make a contribution towards affordable housing.

Issues Arising and Consideration of Reasonable Alternatives

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

Options	Advantages	Disadvantages
<p>Issues and options proposed Retain existing approach to allowing rural exception sites for delivering affordable</p>	<p>Ensures development is 100% affordable housing</p>	<p>Evidence suggests modest land values created as a result of a 100% affordable policy</p>

Options	Advantages	Disadvantages
<p>housing in the rural area through rural exception sites.</p> <p>Explore more creative ways of delivering affordable housing by allowing a small percentage of market housing (25%) on a site to enable the provision of a higher proportion of affordable housing (75%).</p>	<p>May boost overall supply. Evidence suggests modest land values created as a result of a 100% affordable policy are preventing sites coming forward. Allowing some market housing would boost values and thus may increase supply. On larger sites there are advantages in that a more diverse range of tenures can be created.</p>	<p>are preventing sites coming forward.</p> <p>If no more sites are delivered than at present then a "quota" system would reduce overall supply. May create hope value for future market housing. No evidence to suggest a 25%/75% split is the correct. PPS3 precludes enabling development on rural exception sites.</p>
Other Alternatives		
<p>Preference should be given to local people not just on exception sites</p>	<p>Community acceptance; allows local people to stay in rural communities; helps social sustainability.</p>	<p>Is only normally permissible on exception sites. Development should normally meet a wider community need in the interests of equity.</p>
<p>Only allow affordable housing to meet local needs (including key workers)</p>	<p>Ensures a limited resource meets local needs</p>	<p>Is only normally permissible on exception sites. Development should normally meet a wider community need in the interests of equity.</p>
<p>Let the parish council choose mixed tenure sites</p>	<p>Community acceptance.</p>	<p>Parish vetos may prevent delivery of new homes and mean that the needs of some households within those communities are not met.</p>
<p>Ensure affordable housing is provided as such in perpetuity</p>	<p>Ensures long term availability of affordable housing; community acceptance</p>	<p>There are legal reasons why this is not achievable in every case.</p>
<p>Ensure tenure split reflects local needs</p>	<p>Meets local needs</p>	
<p>Do not allow any market housing</p>	<p>100% of housing would be affordable</p>	<p>Evidence suggests modest land values created as a result of a 100% affordable policy</p>

Options	Advantages	Disadvantages
		are preventing sites coming forward. Allowing market housing would boost values and thus may increase supply. On larger sites there are advantages in that a more diverse range of tenures can be created.
Allocate sites for 100% affordable housing	May be more acceptable to communities; 100% of housing would be affordable	Evidence suggests modest land values created as a result of a 100% affordable policy are preventing sites coming forward. Allowing market housing would boost values and thus may increase supply. On larger sites there are advantages in that a more diverse range of tenures can be created.
Provide mobile homes that can be removed if need subsides	Quick construction time.	Need unlikely to subside; finding suitable land for mobile homes can be more problematic than permanent homes; unlikely to meet Housing Corporation standards and thus inhibit access to grant funding.
More shared ownership housing	Meet a range of housing needs; range of tenures on new developments; mixed communities	Can still be high value; would be at the cost of some social rent
Provide family homes	If balanced with other development can meet a range of needs	May not reflect needs in a area
Release LA and MOD land for affordable housing	Opportunity to increase supply	Limited amount of LA/MOD land. Cannot rely on landowners wishing to dispose of sites/use for affordable housing
Increase percentage of market housing e.g. to 33.3% with equivalent social rent and intermediate; or take a	Could improve profitability for landowner and increase supply.	Flexible policy would create uncertainty and could create a complex process that is difficult to implement; no evidence

Options	Advantages	Disadvantages
flexible approach (e.g. taking account of viability)		to justify 33.3%.
Encourage non-traditional construction at higher densities (e.g. if more sustainable such as zero emissions)	Potential savings on costs and better environmental performance. Reflects advice given by the Housing Corporation.	Potential increased costs if limited supply/demand. May not encourage sites to come forward.
Promote self build/release land for self build for locals	Empowers households to meet own housing needs.	On exception sites would meet individual rather than community's housing needs. Supply likely to be limited
Prevent low density/high value development	Could allow alternative uses for affordable housing to be more attractive to landowners	May be needed to improve viability as part of mixed tenure scheme
Adopt a flexible approach to delivering affordable housing.	Opportunity for development to reflect housing needs	Flexible policy would create uncertainty and could create a complex process that is difficult to implement

Affordable Housing (General)

Question 17 of the Issues and Options paper presented the following options:

<p>17: Alternative measures for achieving affordable housing</p> <p>1. To determine on-site affordable housing requirement based on a) the number of habitable rooms, (b) floorspace, or (c) site area.</p> <p>2. To require a contribution for affordable housing from non-residential development proposals.</p> <p>3. Implement a fully flexible approach negotiated on a site by site basis. The needs for affordable housing should ensure that it is delivered where and when it is needed most.</p> <p>Are there any other ways in which the current and future affordable housing needs of the Winchester District could be met?</p>

Issues and Options Questionnaire

Of the 550 respondents who responded to Option 1 79% were in favour. Of the 553 respondents who responded to Option 2 66% were in favour and of the 604 respondents who responded to Option 3 85% were in favour.

Options	Advantages	Disadvantages
3. Fully flexible approach	<p>created.</p> <p>Respond to market requirements; meet changing needs.</p>	<p>contribution.</p> <p>Would reduce certainty and introduce ambiguity into the development process; would not be simple to apply and would be very resource intensive from the Council's perspective (possibly involving viability appraisals to be carried out on a significant number of proposals); also could impact on the overall speed of supply given the complexities of implementing such a policy. Developers may pay too much for land because of policy uncertainty with a consequent negative impact on affordable housing supply.</p>
Other Alternatives		
Reduce/remove minimum thresholds	Potential to increase affordable housing supply	Potential impact on viability and land supply
Increase quotas	Potential to increase affordable housing supply	If pushed too high will impact on site viability and thus overall supply
Decrease quota/limit proportions of affordable housing in certain areas due to existing stock	If "oversupply" of overall numbers or a particular tenure in an area can help to produce more balanced communities	Reduction in affordable housing supply; Core Strategy policy needs to be generally applicable.
Mix of affordable housing tenures, types, sizes to be provided (including family homes)	Helps promotes diverse, mixed, balance sustainable communities, meets a range of housing needs (including types under greatest pressure)	May meet developer resistance in some instances
Provide housing for particular groups e.g. extra care housing; key workers; older persons	Meet needs of an aging population or others with special or support needs; helps support key services; may be possible	"Specialised" affordable housing would be at the expense of other forms of affordable housing. Relative needs must be

Options	Advantages	Disadvantages
	to have associated development for lower paid staff e.g. care workers.	assessed and provided eligibility criteria are met it is normally an issue for the Strategic Housing Authority who occupies affordable housing rather than a land use planning matter (though in certain circumstances where specific physical forms of development are needed this can be a land use planning issue).
Release additional land for affordable housing e.g. release reserve sites early if meets affordable housing needs; provide urban as well as rural exception sites; release marginal employment sites; allocate sites for affordable housing	Potential to increase affordable housing supply. Exception sites can be reserved for local people. Opportunity for mixed use development. Chance to maintain/boost supply in a time of economic downturn by being flexible about land release.	Circumstances where land is made available for affordable housing need to be clearly specified so as to not set an undesirable precedent. Exception sites may impact on the openness and character of the countryside, care needs to be taken in losing employment sites that may be valuable in the longer term.
Different policies for MDAs, larger & smaller settlements	Sensitive to local circumstances	Need is high everywhere. Consistent policies add certainty.
Mixed tenure development, with well integrated affordable housing	Helps promotes diverse, mixed, balance sustainable communities	
On site provision; financial contributions only as a last resort/opposed to contributions	Helps ensure supply of land for affordable housing development; off-site contributions can be helpful in certain (rare) circumstances where they can better meet housing needs.	Blanket prohibition inconsistent with PPS3
Provide affordable housing in perpetuity	Ensures long term availability of affordable housing	Policies must not conflict with other rights such as right to acquire
Influence housing design e.g. lifetime homes; environmentally friendly	Helps to sustain communities e.g. by letting people remain in	Can be more costly and land hungry. However as supply increase costs

Options	Advantages	Disadvantages
housing	own home if develop impaired mobility. Can help ensure flexible accommodation that meets changing needs (e.g. ageing population), can reduce carbon emissions, water consumption etc. Increasingly becoming a condition of Housing Corporation funding.	may reduce.

This table incorporates comments made at workshops on all affordable housing issues, not covered elsewhere, as no distinction was made at the workshops between the questions being considered.

Other Considerations

Government Advice

PPS 3 *Housing* reflects the Government's commitment to improving the affordability and supply of housing, aiming to create sustainable, inclusive, mixed communities. It requires LPAs to set out in Local Development Documents the profile of household types requiring market housing (families, singles etc.). At a site level LPAs must ensure, for strategic sites, the proposed mix achieves a mix of households, 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.

The PPS requires LPAs to set an overall target for affordable housing provision to be provided; to set separate targets for social rent and intermediate affordable housing; specify the size and type of affordable housing required and set out the circumstances when it will be required. Targets should reflect likely economic viability. While the national indicative lower site size threshold is 15, LPAs can set lower thresholds where viable and practicable, including in rural areas. While on-site provision is the priority, where justified, off-site provision, or a financial contribution, may be made.

The companion guide to PPS3 on affordable housing sets out the aims of offering greater quality, flexibility and choice to those who rent, providing mixed, sustainable communities and widening the opportunities for home ownership. It highlights the need for more social rented, particularly family housing and the need to think about providing intermediate affordable housing. It also guides LPAs on a number of more detailed issues, including how high management standards can be achieved, retaining affordable housing and recycling subsidy. It requires LDDs to set out specific

requirements, such as the provision of amenity and play space for family housing, and the need to integrate affordable housing into neighbourhoods.

PPS3 recognises that in rural communities opportunities are more limited and the aim should be to deliver housing that contributes towards sustainability. This requires LPAs to adopt a positive and pro-active approach to the provision of affordable housing in rural areas. This includes considering allocating and releasing sites solely for affordable housing, including using a Rural Exception Policy, in order allow affordable housing on small sites that would not normally be allowed to be used for housing. Rural Exception Policies should only be used for affordable housing in perpetuity and should seek to address the needs of the local community by accommodating households who have a local connection to the area.

PPS 1 *Planning and Climate Change* makes clear that when considering the need to secure sustainable rural development, including affordable housing to meet the needs of local people, planning authorities should recognise that a site may be acceptable even though it may not be readily accessible other than by the private car.

PPS 7 – *Sustainable Development in Rural Areas* aims to ensure the needs of all in the community are 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.

South East Plan

Policy H2 of the South East Plan requires LPAs to provide a sufficient quantity and mix of housing including affordable housing in rural areas to ensure the long term sustainability of rural communities.

Policy H3 requires LDDs to contain policies to deliver a substantial increase in the amount of affordable housing. Overall regional affordable targets are for 25% of all new housing to be for social rent, with 10% for other forms of affordable housing. The policy requires LPAs to develop locally set thresholds. The Policy also requires LPAs to work with local communities in rural areas to secure small scale affordable housing sites within or well-related to settlements, possibly including land which would not otherwise be released for development. The Plan acknowledges the need to provide more high quality affordable homes in the region's extensive patchwork of rural communities is also acute, given high prices and demand, the 'pricing out' of local populations and the need to support essential local services.

Policy H4 makes its clear that housing provision is far more than just a 'numbers game'. It must support the needs of the whole community, and include the provision of both market and affordable housing, as well as reflecting the range of types, sizes and tenures both needed and in demand.

This will include specific groups such as families with children and older and disabled people.

Policy H5 states that positive measures to raise the quality of new housing, reduce its environmental impact and facilitate future adaptation to meet changes in accommodation needs will be encouraged. Local authorities will prepare guidelines for the design of new housing in their areas that encourage the use of sustainable construction methods and address the implications of changing lifestyles for new housing design.

Policy SH6 (which relates to the PUSH area) indicates that common policy framework will be developed by the South Hampshire authorities to ensure a consistent approach to the delivery of affordable housing. It is a central priority for South Hampshire to ensure the affordable and key worker housing needs of the sub-region. Overall, at least 30% of all new housing planned for 2006 – 2026 needs to be affordable in order to address a backlog of existing unmet need and to provide for newly arising needs. In order to achieve this target, Policy SH6 provides that on average 30-40% of housing on new development sites should be affordable housing. Research shows the need for affordable housing in South Hampshire to be about two thirds rented and one third shared ownership.

Regional Housing Strategy

The Regional Housing Strategy prioritises the provision of additional affordable homes, reflecting the South East Plan's requirement for approximately 70% of these to be for social rent and 30% intermediate. It places emphasis on the provision of the right type and size of homes in the right place and highlights that the needs of families are not being adequately met. It also aims to create flexibility in the housing stock so homes can be easily adapted and extended. The 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
- Safe and Strong Communities
- Economic prosperity
- High quality environment
- Inclusive society

The Winchester Housing Strategy; which has been agreed by the City Council and the Winchester Housing Board aims to increase the provision of a range of affordable housing with a particular emphasis on family homes and homes

for social rent together with homes in rural areas and flexible accommodation such as lifetime homes. Its priorities include:

- To improve the supply of affordable homes and meet local needs.
- To promote high standards in private and affordable housing, including taking action to tackle climate change, of which improving energy and water efficiency and recycling, and encouraging the use of renewable energy shall be important elements.
- To ensure an adequate housing supply to support the local economy and meet local needs, including enabling affordable housing to be provided on rural exception sites.

Sustainability Appraisal

Q 10 – Rural Affordable Housing

The area is predominantly rural with 65% (69,694) of the population living in the rural area and a stated aim of the SA framework is the creation of balanced communities with a range of housing size and tenure and the reduction of social exclusion which includes exclusion through rural deprivation. The clarification of matters such as provision, management and the integration of affordable housing with market housing will be fundamental to achieving these aims.

Affordable housing will be provided as part of sites which can accommodate 5 dwellings or more or exceed 0.17 hectares and which will be subject to all other development control core policies and as such should not have adverse landscape, biodiversity or cultural heritage impacts. The differences in the options are the greater level of provision required by Option 2 which should incorporate both social rented and intermediate housing and the reference to off site provision.

Option 2 progresses the economic and housing SA Framework objectives more effectively than Option 1 because of the numbers and range of housing which are required, but some reservation must be expressed that levels of affordable housing required should not render developments unviable. However, this concern is not sufficient to over ride the benefits of Option 2.

Q 11 Rural Exception Affordable Housing

Both options achieve the SA Framework objective of providing affordable housing in rural areas which reduces social exclusion and/or deprivation and contributes to balanced communities. Whilst allowing 25% of market housing on rural exceptions sites may facilitate the provision of rural affordable housing by increasing the willingness of landowners to sell land in appropriate locations, this mechanism will potentially increase the overall amount of new development in rural settlements which is contrary to the need to locate as much development as possible in locations with good public transport and

access to community facilities. This potentially has a negative impact on objectives for transport, climate change and landscape and soils.

Option 1 both maximises the number of new dwellings to those with proven need, and the amount of land take required and therefore progresses the relevant SA objectives more effectively than Option 2.

Q 17 Affordable Housing (General)

The key consideration in developing these options should be to maximise on-the-ground delivery of affordable housing in the District. In 2005/2006, only 23% of Winchester's new housing stock was developed as affordable housing. In order to meet the potential options of 40% affordable housing requirement being proposed for Winchester (and 50% in towns and villages of less than 3000), Council needs to consider alternative means of funding. Both Options 1 and 2 are therefore considered worth exploring, as they may help in capturing more developer funding for affordable housing contributions (although it is noted this may leave less money in the pot for other developer-funded infrastructure). Option 3, whilst supported in principle is likely to lead to implementation and monitoring difficulties and less certainty for developers which has long term negative consequences for the delivery of affordable housing.

Housing Market Assessment

The Housing Market Assessment (HMA) indicates a need to maximise the delivery of affordable housing. There is a shortfall in provision of at least 440 affordable homes per annum with the priority being for social rented housing and a more modest need for intermediate affordable housing. Based on the District's target in the South East Plan (Secretary of State's Proposed Changes figures) with an overall housing target of 637 dwellings per annum and an annual affordable housing requirement of 440 units this would represent about 69% of all provision.

Thresholds are a key constraint in delivery, with sites often falling below the threshold, and the HMA states that ideally affordable housing should be secured on all sites, regardless of size. The viability study indicates there is no reason in viability terms why thresholds should not be removed, though there may be some practical problems of on-site provision on the smaller sites. The study considers a range of options including differential quotas across the District, however points out the complexities of this. It concludes a 40% quota (without subsidy) may be most appropriate, or policies based on different settlement geographies that reflect values. On small sites a tariff system may produce better outcomes and more work is to be carried out to explore how this may work in practice.

The HMA recommends that more affordable housing is needed in rural areas and that as much as possible should be provided through the exception policy route.

The study highlights the need to take account of the needs of older people, disabled, supported/special needs who may require specifically designed/located accommodation. It also notes that there is a need to reconcile places of delivery and where housing is required most, for instance West of Waterlooville relates more to the South Hampshire housing market than the rest of the District.

There is evidence of pressure on all sizes of housing. While there is significant need for 1 bed accommodation, pressures on the 3 bed social rented stock are identified as particularly acute due to the high demand and low turnover. The HMA 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) may be marginal.

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. If current allocation policies allowed households in need of affordable housing to occupy the same amount of space as that sought by those in market housing the greatest need would be for 2 and 3 bed properties.

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 whom gardens or play space would be beneficial. Smaller properties become available most frequently for re-let; larger ones much less frequently.

There is therefore justification to develop policies that press for larger affordable dwellings for social rent than have often in built in the past, for this to be housing where possible and for family accommodation to be provided.

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

The study recommends against enshrining a prescriptive size mix in LDDs, preferring they set out a process or set of criteria to inform mix on a development at appropriate point in time, perhaps linked to the Housing Strategy or Annual Monitoring Return.

In commenting on the basis for affordable housing targets the study notes that the current approach (dwelling numbers) is widely understood, however recognises that this approach can impact on dwelling size so any policy based on this approach would need to be clear about the type and size of dwellings. An approach based on habitable rooms allows a focus on the numbers of people housed but the approach to negotiation may be more complex.

Partnership for Urban South Hampshire (PUSH)

PUSH have developed a sub-regional housing strategy that includes as priorities:

1. To support economic growth by increasing the supply of affordable housing to deliver a balanced housing market, including family and affordable homes.
2. To improve and make better use of the housing stock including its condition and management.
3. To drive long term economic prosperity through the principles of sustainable development.
4. To meet the needs of everyone, including homeless and vulnerable groups.

In response to South East Plan Policy SH6 the partnership has developed a Common Policy Framework for Affordable Housing to support the delivery of new affordable homes to meet needs, ensure consistent approaches, ensure each LA is contributing to the sub-regional target for affordable housing provision.

The proposed policy principles for incorporation into each individual PUSH authority's Core Strategy or other relevant Development Plan Document are as follows:

- *The provision and development of affordable housing is required throughout South Hampshire and the PUSH authorities. Each Council aims to meet local, and contribute towards, regional and sub regional affordable housing targets.*
- *LDF policies should be informed by sub-regional evidence on the level of affordable housing need (as referenced in the South Hampshire Housing Market Assessment), and the sub-region's past and future reliance on sites below 15 dwellings in size as part of overall housing supply.*
- *Individual authorities should prepare LDF policies that seek to ensure that residential developments within the city/district provide*

up to 40% affordable housing, and examine the need to vary affordable housing requirements in relation to site size.

- *Individual authorities should seek to prepare LDF policies which set out site size thresholds (above which affordable housing requirements are applied) below 15 dwellings, where supported by local evidence.*
- *Individual authorities should develop LDF policies on affordable housing policies in the light of local evidence relating to any potential impact on the delivery of overall housing supply within the relevant city or district, the reliance on small sites to deliver a high proportion of overall housing land (e.g. within tightly constrained urban areas), and local housing market conditions.*
- *Higher proportions of affordable housing (i.e. above 40%) and/or low site size thresholds may be applied in the more rural parts of the sub-region, where supported by local evidence; separate provision will be made for rural exception sites.*
- *Individual LDF policies should provide for variations from affordable housing policy requirements if the developer can demonstrate that this approach would make development unviable. A common viability model will be used across the PUSH authorities and this will be detailed in the supporting Technical Annex.*
- *The mix of affordable housing tenures provided by a development should contribute towards the sub-regional target of at least 65% social rented and up to 35% intermediate housing, although may be informed by site viability, funding arrangements and local housing need.*
- *The design of affordable housing will be required to meet high standards and create quality residential environments in accordance with the Code for Sustainable Homes and the Housing Corporation's Design and Quality Standards, and conform with the PUSH Sustainability Policy Framework.*

A technical annex providing more detail is being produced. LPAs are encouraged to promote principles in terms of policy development and implementation, although each LPA must consider how to respond to the characteristics of its own area. Hence, the drafting of policies in Local Development Documents, consistent with the approach set out by these principles, will be a matter for each local planning authority.

PUSH Common Framework for Affordable Housing Key Elements (Draft)
1. 40% affordable housing target on new development sites.
2. Tenure splits on individual sites should be determined by LPAs, with an overall objective being 65% for social rent, 35% for intermediate affordable
3. Basis for quota to be number of units.
4. Affordable housing mix – 25% 1 bed; 30% 2 bed; 33% 3 bed; 10% 4 bed; 2% > 4 bed. LDDs to ensure policies contribute towards this target; although variations may be required to reflect local circumstances.
5. Priority for on-site provision; although in exceptional circumstances off-site or commuted sum.
6. Design to take into account Homes and Community Agency design requirements (need to comply if grant awarded) and <i>Building for Life; By Design</i> guidance. To meet at least <i>Code for Sustainable Homes</i> Level 3 (Level 4 by 2011; 6 by 2015) and comply with <i>Secured by Design</i> requirements.
7. Mixed communities – new housing to consist of a mix of house types and tenures; concentration of similar dwellings to be avoided.
8. Affordable housing to be available in perpetuity.
9. Management standards for affordable housing providers to be agreed with Councils.
10. Aim to reduce the need for public subsidy.

Hampshire Alliance for Rural Affordable Housing (HARAH)

In 2008 the HARAH Members Board adopted an Affordable Housing Planning Statement relating to all (not just rural) affordable housing development.

HARAH Affordable Housing Planning Statement 2008

Vision: To ensure that communities are sustainable and inclusive by enabling an increase in the supply of affordable housing to meet needs.

To do this it is necessary to

- maximise affordable housing within overall housing supply (subject to sustainability, demonstrated need and viability constraints)
- enhance access to housing of the right type in the right location and, in particular, improve the supply of high quality, affordable housing;
- ensure housing is of a high quality and meets the needs of households;
- promote safe, mixed, inclusive and high quality neighbourhoods, providing support where necessary;
- support vulnerable and disadvantaged people to meet their housing needs;
- involve communities in achieving their aspirations, and;
- limit the environmental impact of housing.

In the statement the Board emphasised that sustainable development needs to balance all three strands of sustainability, the social, the economic and the environmental. As part of the statement the Board agreed a set of policy options they are keen to encourage all partner Council's to develop.

HARAH Policy/Objective Options
1. Reduce thresholds as far as viability studies indicate.
2. Raise affordable housing quotas provided viability studies support.
3. Affordable housing target quotas to be based on dwelling numbers as a preference.
4. Aim to provide a range of sites to create a variety of housing developments appropriate to local needs, including allocating sites in smaller rural settlements.
5. Retain rural exception site policies (100% affordable housing) for windfall sites in rural areas.
6. Core Strategy should add certainty re. size, type and tenure of dwellings.
7. Allow the early release of (reserve) sites in exchange for enhanced proportions/quality of affordable housing, provided sites are modest in scale and can provide mixed tenure.
8. Create an "urban exception policy" to allow/encourage modestly sized sites on the edge of larger settlements to be used for either high quota affordable housing sites or 100% affordable.
9. Ensure affordable housing is provided to meet the demonstrable needs of older people and those with particular housing needs (especially vulnerable and disadvantaged households) including people using wheelchairs.
10. Ensure affordable housing is provided on-site as a priority.
11. Include affordability measure for intermediate products linked to median incomes of households on Housing Corporation's Zone Agent's Housing Register.
12. Adopt the Planning Policy Statement 3 definition of affordable housing.
13. Affordable housing should be sought from all housing developments (Use Class C3), including sheltered housing developments
14. Affordable housing must be provided in perpetuity on quota sites.
15. Develop strategic view of how housing should be managed at a sub-regional level.
16. Subsidy from staircasing or Right to Acquire (& developer subsidy) to be recycled locally

The recent evaluation of HARAHA commissioned jointly by WCC/HARAHA concluded that rural exception sites were delivering insufficient affordable housing and recommended LPAs adopt a plan-led approach to providing rural affordable housing through the allocation of sites that provide a mix of housing and the more proactive use of rural exception policies.

Recommended Response

There are high levels of unmet affordable housing need in the District and it thus important that new provision is maximised in urban and rural areas, while having regard to social, economic and environmental sustainability and to viability. Not only is it important to maximise supply, it is also necessary to ensure the right kind and quality of housing is provided. Furthermore, affordable housing delivery needs to increase to meet South-East Plan targets. To do this a number of themes need to be explored.

Thresholds

The threshold effect (development being just under the affordable housing threshold) of the current policy is undesirable and hampers delivery. As a matter of principle, there is no reason why a threshold should be retained. Removal of the threshold would open up opportunities for the provision of affordable housing on more sites and has the potential to significantly increase supply. For instance, with a quota of 40% applying to all development likely to be developed after the adoption of the Core Strategy, output could be increased to 3700 over the remaining plan period. The very high need for affordable housing justifies such an approach. On smaller sites, where on-site provision may be problematic, a tariff system could be introduced. Such a system should also be developed to deal with situations where the contribution required amounted to a fraction of a unit.

Quotas

There are significant disadvantages with a fully flexible approach to the quota (percentage) of affordable housing sought, as set out above. The HMA suggest the options of a differential quota across the District or a single quota approach. Although some respondents have suggested lower or higher quotas in particular locations, for example due to particularly high/low levels of existing social housing provision, affordable housing needs are high across the District. The Core Strategy is a District-wide and strategic document and should set an overall target rather than seeking to tailor its quota to each settlement. In view of this and having regard to the simplicity of application, it is concluded that a single quota of 40% (without subsidy) should be applied across the District. Where there are genuine and demonstrable viability problems that would hamper delivery the application of subsidy to a scheme, may be considered. Similarly, where there are particular local circumstances it may be appropriate to tailor the type or mix of affordable housing to local needs, which will be preferable to varying the quota.

Calculating the contribution on the basis of the number of dwellings (as opposed to habitable rooms, etc) would ensure support for the approach from

the viability study, be relatively straightforward to implement and be consistent with PUSH and HARAH objectives.

Land Supply and Local Connections

The Core Strategy will need to meet overall housing land supply targets in the South East Plan. However, even if 40% of all new planned units were to be affordable, there would still be a significant shortfall in affordable housing supply. It is therefore advisable to look at other opportunities to produce additional affordable housing. A number of options present themselves.

1. To allow the early release of reserve/phased sites where this can be justified on the basis that an enhanced level of affordable housing (over the standard 40% quota) will be provided.
2. To develop land for small 100% affordable housing on exception sites. This would continue the current approach for the lower order settlements in the hierarchy and be extended to larger settlements. Restriction to 100% affordable housing is justified for the former on the basis of other policies of constraint and for the latter on the basis that there will be significant supply from mainstream allocated sites (albeit this will not be restricted to occupation by local people).
3. Evidence indicates that it can be difficult to bring exception sites forward, frequently due to hope value attached to a site. It may be possible with settlements that lie in the 'Villages' category of the settlement hierarchy (where housing would normally only be developed to meet local needs) to bring forward more sites if an element of market housing was allowed as a form of enabling development. This would allow a landowner to realise some of that hope value, although the majority of housing should still be affordable. Should Members support such an approach in principle, further work will be undertaken to determine appropriate quotas for such sites.

In each of these cases additional land could be being brought forward, justified by the need to deliver additional affordable housing to address unmet need. As these would be "exceptional" types of development there would be a justification to give priority to local people (for instance from the settlement, or group of settlements, where the need arises). This is something that cannot normally be done on traditional quota sites within settlement boundaries or allocated for development. Therefore, not only could this approach boost overall supply, it could help respond to communities' desire for affordable housing to be provided for local people. Allocating sites, as well as permitting windfall exception sites, could help to increase delivery and there is potential for the community planning process to have a role in this.

The results of the Issues and Options consultation exercise make it clear that there is strong public support for affordable housing for local people. However, experience indicates that community opposition is a major barrier to increasing supply when individual schemes or sites are being proposed. There is therefore, as PPS 3 advocates, potential benefit in the LPA being

more explicit about its aim to deliver affordable housing for some settlements. This could be done by setting specific target ranges for settlements within the same category of the settlement hierarchy (e.g. a target range of x-y dwellings for each 'Small Local Centre').

Finally, historically, exception policies are perceived as giving more weight to environmental sustainability than other factors. It is proposed the Strategy is explicit about the need to give weight also to social and economic sustainability.

Type, Tenure and Mix

In order to meet housing needs and ensure mixed and balanced communities it is important to provide a range of affordable housing types, tenures and sizes. It would be advisable to normally aim for the affordable homes to comprise 70% for social rent and 30% intermediate affordable housing. In determining precisely what the mix should be, account should be taken of housing need, deliverability and the neighbourhood within which the development is located.

Unless identified housing needs indicate otherwise, the affordable housing element should be similar in terms of type and size to the market element. Where practicable, priority should normally be given to the provision of affordable family *houses* (2 beds and larger). Affordable dwellings should meet a wide range of community needs, including those with special or supported needs, and be flexible to meet changing needs, including those of an aging population and those with mobility problems. Further guidance can be developed through SPD, and the Housing Strategy. It is important that this guidance is flexible enough to respond to changing circumstances over the plan period, but sufficiently robust to ensure the right kind of housing is produced.

Design and Management Quality

To ensure high standards and flexibility to meet changing needs (including those of an aging society) affordable housing should normally meet the standards adopted by the Homes and Communities Agency, and also be built to Lifetime Homes standards. Further details with respect to quality can be developed through a SPD.

Management should normally be through a RSL which has agreed to the requirements of WCC Choice Base Lettings schemes, or for intermediate affordable housing the appropriate Zone Agent, and whose management standards have been approved by the LPA.

Location

In order to ensure mixed and balanced communities, well integrated on-site provision of affordable housing is the preferred option, unless housing needs can be better met by off-site provision.

On smaller sites there may be justification for accepting a commuted payment or tariff in lieu of on-site provision. Similarly, contributions towards fractions of

units (from sites of any size) may be met by rounding up on-site provision to the nearest whole number, or the payment of a tariff proportionate to that fraction.

Contributions from Non-Residential Development

The imbalance between homes and jobs in Winchester Town and Whiteley leads to high levels of in-commuting and puts pressure on house prices (whereas in other larger settlements in the District there tends to be net out-commuting). Future increases in employment floorspace may exacerbate these impacts. Therefore, while it is important not to constrain valuable economic growth, it is worthwhile considering approaches to increase affordable housing supply to mitigate against any negative impacts that, for instance, significant developments may have on commuting patterns and the demand for homes in Winchester, Whiteley or other locations where substantial employment provision is proposed. The requirement for a financial contribution that can be pooled with other similar contributions to help increase supply may offer a suitable way to deal with this issue.

Recommended Action

General

1. Policies should maximise supply of affordable housing, subject to viability and sustainability considerations, with a target number of 3700 homes (excluding development allowed as an exception to policy) between 2011 and 2026, prioritising the provision of social rented (target of 70%) and family houses.
2. An affordable housing target range will be provided for each category within the settlement hierarchy.
3. A variety of affordable housing dwellings sizes and types should be provided. Normally this should be similar in terms of type and size (in terms of bedroom numbers) to the market element provided on the site. Priority should be given to the provision of affordable family *houses* (2 bed or larger), with the larger dwellings normally being required for social rent.
4. Affordable dwellings should meet a wide range of community requirements, including those with special or supported needs, and be flexible to meet changing needs, including those of an aging population and those with impaired mobility. Dwellings should normally be built to Lifetime Homes Standards.

Quota Sites

1. A target of 40% of dwellings to be affordable housing be set on all new residential development (other than like-for-like dwelling replacements). Affordable housing should normally be provided without public subsidy unless it can be demonstrated that this would allow the delivery of more affordable homes or an improved mix than would have been possible without subsidy.

2. Normally the affordable homes should comprise 70% for social rent and 30% intermediate affordable housing (tenure to be agreed), provided the LPA's affordability tests are met.
3. Affordable housing should normally be provided on-site and be well integrated with market housing. On sites of 5 units or less the provision may be on-site or the applicant may elect to pay a tariff in lieu of on-site provision.

Local Connection Sites: Exception Sites

1. Small affordable housing schemes may exceptionally be permitted outside the defined boundaries of settlements, provided the sites are well related to existing settlement, development meets local needs for affordable housing and developments are of a scale that relates to the settlement.
2. Account will be taken of the contribution that such development can make towards the social and economic sustainability of communities.
3. The Council will work with local communities to identify suitable sites, which may also be identified through parish plans/market town health checks.

Local Connection Sites: Enabling Development

1. In the smaller settlements ('Villages' category of the settlement hierarchy), where only housing for local needs would normally be permitted, development may incorporate an element of market housing, provided the vast majority are affordable. This would help facilitate the target range of provision in each village. Market homes allowed under this policy should be low cost market homes, for instance small, starter homes or self build, to meet local needs.
2. Account will be taken of the contribution that such development can make towards the social and economic sustainability of communities.
3. The Council will work with local communities to identify suitable sites, which may also be identified through parish plans/market town health checks.

Local Connection Sites: Release of Reserve/Phased Sites

1. Where a significantly enhanced level of affordable housing can be made available consideration will be given to the early release of already allocated sites provided this meets a demonstrable local need and that satisfactory infrastructure is available.

Non-Residential Development

1. Significant non-residential development in Winchester, Whiteley or other locations that is likely to generate increased commuting into those settlements should normally make a contribution towards meeting affordable housing needs in those settlements. Detailed guidance will be developed in a SPD or DPD.

Annex 1 Key points arising from comments received to Question 10

Key Point (common issues have been grouped)	WCC Officer Response	Suggested Action
Encourage people to let out bedrooms	Not something the Core Strategy could control	No further action required
Eliminate the buy to let market	Not something the Core Strategy could control directly	No further action required
Do not build flats in rural or semi-rural areas	A blanket ban would not meet housing needs	No further action required
Only allow development of large industrial sites	Questionable supply of land; impact on local economy	No further action required
Use community land trusts	Not a Core Strategy issue	No further action required
Use redundant farm buildings	Principle accepted at October LDF Cabinet Committee	No further action required
Prohibit 2 nd Homes	Not something land use planning could control	No further action required
Let the market decide what to do	Would lead to reduction in affordable housing supply	No further action required
Increase tax on second homes	Not something land use planning could control	No further action required
Provide 100% affordable housing	While this is workable on exception sites; unlikely such a policy would deliver significant numbers on other sites due to reluctance of landowners & development economics	No further action required
Restrict occupation to local people	It is important that affordable housing provision meets wider community needs, not necessarily just the local area. Where, however, sites are released as an exception to normal planning policy, either through allocations or rural exception site releases, due to the contribution they make to affordable housing	No further action required.

	supply, this could justify priority being given to local households.	
Provide "post-war" prefabs	Questionable supply, environmental performance. (However, modern prefabrication techniques can be acceptable and are encouraged)	No further action required

Annex 2 Key points arising from comments received to Question 11

Key Point (common issues have been grouped)	WCC Officer Response	Suggested Action
Prevent 50% home extensions	Not an relevant issue in relation to this policy	No further action required
Use community land trusts	Not a Core Strategy issue	No further action required
Do not build flats in rural or semi-rural areas	A blanket ban would not meet housing needs	No further action required
No development in villages	A blanket prohibition would not meet housing needs and threaten the sustainability of larger villages	No further action required
Eliminate the buy to let market	Not something the Core Strategy could control directly	No further action required
Let the market decide what to do	Would lead to reduction in affordable housing supply	No further action required
Encourage people to let out bedrooms	Not something the Core Strategy could control	No further action required
Reduce thresholds	Thresholds do not apply to exception development	No further action required.

Annex 3 Key points arising from comments received to Question 17

Key Point (common issues have been grouped)	WCC Officer Response	Suggested Action
Restrict occupation to local people	It is important that affordable housing provision meets wider community needs, not necessarily just the local area. Where, however, sites are released as an exception to normal planning policy, either through allocations or rural exception site releases, due to the contribution they make to affordable housing supply, this could justify priority being given to local households.	No further action required.
All homes to be affordable/release brownfield sites for affordable housing only	Unlikely to result in significant land holdings being brought forward and likely to undermine ability to meet SE Plan supply targets	No further action required.
Provide low cost market housing	Not considered to be affordable housing by PPS3	No further action required
Don't provide social housing	Greatest need is for homes for social rent	No further action required

Winchester District Development Framework

Core Strategy – Issues and Options

November 2008

Spatial Strategy : Partnership for Urban Hampshire (PUSH) Area

Analysis of Consultation Responses

Spatial Strategy : Partnership for Urban Hampshire (PUSH) Area

Summary of Issues and Proposed Options

The Regional Spatial Strategy expressed in the South East Plan (SEP) sets out the need to provide land for 12,740 dwellings in Winchester District (based on the Secretary of State's Proposed Changes) over the next twenty years. In addition, the Plan states that "development in South Hampshire will be led by economic growth and urban regeneration".

From work undertaken in preparation of the Core Strategy it is apparent that, although Winchester Town is the main employment and retail centre, the market towns have a significant local role and provide a wide range of services and facilities for their residents and people living in the surrounding rural areas. Moreover, in the southern parts of the District, many people look to the larger urban areas of Southampton and Portsmouth for work, shopping and leisure opportunities rather than Winchester Town.

The Economic and Employment Land Study identified three distinct economies functioning within the District; these local economies operate in Winchester Town alongside the market towns together with the surrounding rural areas and the District's southern fringe, which comes within the area of the Partnership for Urban South Hampshire (PUSH).

For these and other reasons, three 'spatial' areas were identified in the Issues and Options paper for consideration:

- Winchester Town
- the Market towns and the rural area
- the southern part of the District that lies within the PUSH area

Taking the third of these, the PUSH strategy will address specific cross-boundary issues that cannot be dealt with by individual authorities. The preferred strategy for this area is to improve its economic performance and principally focus growth and necessary infrastructure improvements on the cities of Portsmouth and Southampton.

There is already a Major Development Area (MDA) planned in the south-eastern corner of the District, at 'West of Waterlooville'. In addition, the PUSH strategy identifies the broad location of two Strategic Development Areas (SDAs) within Fareham Borough, to the north of the M27 (10,000 homes), and to the north and north-east of Hedge End (6,000 homes).

Partly because of their respective locations and important service functions, both Bishops Waltham and Wickham may be directly affected by the sub-regional

strategy and the scale of new development it proposes. A critical issue for both these settlements is the role they have in supporting/responding to the PUSH strategy. Because of the scale of development required in the PUSH area, an option was identified in the Issues and Options paper for these settlements to expand beyond their 'key hub' status. Expansion at Knowle also formed part of this potential option and could benefit from its relationship with the Fareham SDA and enable Knowle to gain improved sustainability through more direct access to a wider range of local services and facilities.

the Issues and Options document also identified that there may be scope at West of Waterlooville to expand beyond the currently permitted area for 2,000 homes and the already identified 'reserve site' extension for a further 1,000 dwellings.

At Whiteley, there is a lack of certain key facilities (e.g. secondary school and through access road). There may be an opportunity for Whiteley to contribute to the PUSH target and, in addition, a concentration of growth here could improve the settlement's self-sufficiency and overall sustainability.

Four strategic options for development were therefore been put forward for consultation in the Issues and Options document to meet development requirements within the PUSH area:

Option 1: Major Expansion of Bishops Waltham, Wickham and Knowle which would include allocating greenfield sites to accommodate around 1000 new dwellings in each of these settlements, with a 40% affordable housing requirement, new employment sites and new facilities and public transport provision;

Option 2a: Increase the planned density of dwellings within the area already allocated as a reserve site at Waterlooville;

Option 2b: Expansion of Waterlooville further to the west to take advantage of the facilities already existing or in the planning process;

Option 3: Concentrate growth at Whiteley which would include the provision of mixed use development; essential transport infrastructure (including the completion of the Whiteley Way); a mix of dwellings (with a 40% affordable housing requirement); greenspace; community facilities; evening economy; and new commercial/business units.

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/workshop%20report.pdf>):

- Bishops Waltham cannot grow any more – more will break up the community which is the backbone of society
- Choose smaller communities that need to grow not one that is at capacity (*Bishops Waltham*)
- More development at Whiteley could improve roads?
- Redevelopment of Whiteley centre would be positive for Whiteley
- Must retain gap between Denmead and Waterlooville
- Expand Knowle, Whiteley and West of Waterlooville
- impact of growth in PUSH and Winchester on rural areas in between
- Overall concern of impact of Fareham SDA – transport, infrastructure capacity, loss of green wedge, etc
- Can't consider Wickham on its own, need to consider with other options
- Southern parishes are not part of PUSH

Issues and Options Questionnaire

Question 3a of the Issues and Options report suggested the following spatial split and asked whether this is 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)

Analysis of this question and responses received has already been considered by Members (CAB 1728(LDF)). However, in the context of the third sub-division, that of the PUSH area, consultees were invited to consider and give views on the four strategic options:

Question	Option	Strongly agree	Agree	Neither	Disagree	Strongly disagree	Number of Responses
14a	1	9%	3%	2%	11%	75%	1714
14b	2a	55%	23%	10%	8%	4%	1402
14c	2b	40%	23%	11%	6%	6%	1147
14d	3	80%	15%	3%	1%	1%	1466

Annex 1 to this report groups the relevant comments received together with

an officer response and suggested action(s). Some responses made suggestions as to alternative ways of considering the spatial strategy for the District as set out below.

Sustainability Appraisal

Option 1 – the key hubs have a functional relationship with the southern area, more so than with the rest of Winchester District, however they also have a strong rural character based on their setting. Development at these towns has significant potential to adversely impact natural resource and landscape settings. Wickham, Knowle and Bishops Waltham are close to the Strategic Development Areas of Hedge End and Fareham so these areas are likely to be impacted by increased traffic and the potential for employment growth elsewhere to induce commuting by resident populations. Some of the key hubs in this option also border the proposed South Downs National Park. While increased recreation may be encouraged and the designation may serve to promote tourism opportunities, there is a strong likelihood that development pressures will lead to pressure on landscape and habitats requiring long term mitigation measures.

Option 2 at West of Waterlooville strongly progresses SA objective for housing, communities and infrastructure well. This is especially the case because planned sustainable development already exists at this location and issues regarding infrastructure, housing and wider community concerns have been addressed as part of this development. Any additional intensification or extension would however be required to be subject to assessment of its implications for flooding/ impacts on greenspace/ local gap.

Option 3 at Whiteley forms one side of the Meon Strategic Gap so potential issues of coalescence with other settlements exist. Significantly for long term development plans Whiteley is close to a Natura 2000 site and statutory European designation affords strong protection to the existing habitats and species. Development in this area would be required to prove that it will not have significant adverse impacts at this site in order to proceed. Strong precautionary measures surround development around Natura 2000 sites.

Each Option demonstrates clear opportunities to progress SA objectives, however, given the concentration of development and the sensitivity of the receiving environment [particularly where statutory designations are relevant] there is a sound case for considering a combination of options (possibly elements of option 1 combined with option 2) that takes account of settlement aspirations and seeks to distribute development between each of the areas identified as having potential

Issues Arising and Consideration of Reasonable Alternatives

As well as indicating agreement or otherwise with the options, consultees were given the opportunity of making more detailed comments under Question 14e which asked 'Are there any major advantages or constraints to

developing any of the areas identified on the maps within the options?' These have been summarised from the responses set out in Annex 1 as follows:

Key Points regarding Strategic Options	WCC Officer Response	Suggested Action
<p>Concerned about options 1, 2b and 3 due to their scale and proximity to congested Strategic Road Network junctions. Additional traffic should not be added without mitigation measures. Particularly important that new development located in Wickham and Whiteley does not lead to additional traffic reaching junction 9 of the M27. The demand for private car trips should be managed down and public transport usage encouraged. (Highways Agency)</p>	<p>The Transport Assessment which was carried out for the Issues and Options paper is in the process of being expanded to consider the advantages and disadvantages of the various strategic allocation options. This work also addresses the comments made by the Highways Agency on the Issues and Options and these will be taken into account in selecting potential development sites</p>	<p>Take account of transport assessment currently being undertaken.</p>
<p>Boundaries of villages are of historic importance and character and should not be extended.</p>	<p>Settlement boundaries have generally evolved over many years although some have been more stable than others. However, there may be occasions where new development can be accommodated without detriment on the edge of some settlements.</p>	<p>No further action required.</p>
<p>Focus development in existing city centres thus aiding regeneration, helping sustainable transport patterns and avoiding urban sprawl into rural hinterland.</p>	<p>This forms part of the PUSH strategy but existing centres cannot meet all the requirements of the District. Other locations for new housing and other development must be considered.</p>	<p>No further action required.</p>
<p>Infrastructure problems in all settlements are a</p>	<p>Infrastructure issues have been recognised in</p>	<p>Further work on infrastructure will</p>

Key Points regarding Strategic Options	WCC Officer Response	Suggested Action
major constraint to future growth.	all the options concerned and form part of the overall consideration.	influence the choice of development locations.
'Denmead Gap' should be retained.	Land to the West of WaterlooVille already has planning permission for the development of 2000 dwellings together with employment provision and associated infrastructure. A careful extension of this could allow some additional housing to be provided while respecting the gap between Denmead and West of WaterlooVille.	No further action required.
Welcome depth of review of options to support Policy SH2 of Draft South East Plan	Noted.	No further action required.
Development should be focussed on Whiteley and West of WaterlooVille as they have the basis for further development	Noted. However, these two locations alone may not be able to meet all the requirements of the District – other locations for new development need to be considered.	No further action required.

Consultees were also provided with the opportunity to give more detailed comments under 14f which asked 'Are there any other strategic options you think would help address the issues and demands the PUSH area faces over the next 20 years?'. The table below examines in more detail the possible advantages and disadvantages of the main alternatives put forward:

Strategic Options Alternatives	Advantages	Disadvantages
Utilise planned and future closure of government sites.	<p>Would make use of redundant/previously developed sites.</p> <p>Might reduce pressure on some other parts of Winchester District.</p>	<p>Few such sites in the District and timing/availability uncertain and may not fit current LDF preparation timetable.</p> <p>Additional infrastructure requirements and</p>

Strategic Options Alternatives	Advantages	Disadvantages
		<p>impact on other alternative proposed sites would need detailed assessment.</p> <p>Most significant MoD sites are in the countryside where development restraint policies apply and may not be suitable for development. The locations may not best relate to the overall strategy for the District.</p>
<p>Create a 'Solent City', making PUSH a natural part of and link between Southampton and Portsmouth. Require infrastructure for all development as PUSH currently creates urban sprawl with neither infrastructure nor facilities.</p>	<p>Might reduce pressure on some other parts of Winchester District.</p>	<p>The PUSH area is now defined by the South East Plan and amending this area may not be possible and may deprive other areas of direct and indirect benefits of being in PUSH. The Core Strategy must be consistent with the South east Plan, which defines the southern part of Winchester District as being within PUSH.</p> <p>Meeting concentrated infrastructure requirements may be an issue.</p>
<p>Increase size/number of SDAs.</p>	<p>Might reduce pressure on some other parts of Winchester District.</p> <p>Would help consolidate return on new infrastructure.</p>	<p>The number and size of SDAs will be determined by the South East Plan.</p> <p>May not be adequate capacity to increase the SDAs</p>

Other Considerations

Government Advice

The opening paragraph of Planning Policy Statement 1 – ‘Delivering Sustainable Development’ – states that *“Good planning ensures 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 1 para 1).

PPS1 goes on to say that : *“Planning should facilitate and promote sustainable and inclusive rural development by:*

- making suitable land available for development in line with economic, social and environmental objectives to improve people’s quality of life;*
- contributing to sustainable economic development;”* (PPS 1 para 5).

It is made clear in PPS 1 that *“that economic development can deliver environmental and social benefits;”* and that local planning authorities need to *“recognise the wider sub-regional, regional or national benefits of economic development and consider these alongside any adverse local impacts;”* (PPS1 para 23).

Revised Planning Policy Statement 12 - ‘Local Spatial Planning’ - was approved in July 2008. It also points to the importance of economic elements of spatial planning : *“The new spatial planning system exists to deliver positive social, economic and environmental outcomes,”* PPS 12 para 1.5) and is *“critical in relation to economic growth and regeneration”* as well as *“providing a robust basis for assessing the need for, and providing supporting infrastructure and natural resources for economic development.”* (PPS12, para 2.5).

Planning Policy Guidance 13 - ‘Transport’ – relates to transportation and its objectives are *“to integrate planning and transport at the national, regional, strategic and local level and to promote more sustainable transport choices both for carrying people and for moving freight”*. PPG13 states that *“This means integration:*

- within and between different types of transport;*
- with policies for the environment;*
- with land use planning; and*
- with policies for education, health and wealth creation.”*

The objectives also seek to:

- promote more sustainable transport choices for both people and for moving freight;*
- promote accessibility to jobs, shopping, leisure facilities and services by public transport, walking and cycling, and*
- reduce the need to travel, especially by car.”*

The PPG sets out clearly the links between development, especially housing, and transport, stressing that *“To promote more sustainable residential environments local planning authorities should avoid the inefficient use of land”*, which particularly includes looking carefully at transport. In addition, the guidance emphasises that *“A key planning objective is to ensure that jobs, shopping, leisure facilities and services are accessible by public transport, walking, and cycling”* and *“consideration of development plan allocations and local transport priorities and investment should be closely linked.”*

Against this backdrop of government advice, then, PUSH is clearly an important consideration for the Council.

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. The SEP further recognises at Policy BE4 that *“in recent years small rural towns have been relatively successful in economic and social terms.”* Significantly, the SEP sees that these settlements *“will not be a main focus for development, but they will still need to foster economic vitality and appropriate development including the provision of affordable housing. This local character and identity should be reinforced and enhanced. Individuality is the key to the success of market towns, which will depend on their appeal as a commercial business and retail centre, an attractive residential location and visitor destination.”*

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

More importantly, perhaps, the SEP (as proposed to be amended by the Secretary of State) clearly sets out that *“Development in South Hampshire will be led by sustainable economic growth and urban regeneration.”* It goes on to say that *“Portsmouth and Southampton will be dual focuses for investment and development as employment, retail, entertainment, higher education and cultural centres for the sub-region. The other towns will play a complementary role serving their more local areas. These urban areas will be enhanced so that they are increasingly locations where people wish to live, work and spend their leisure time. Investment and improvements in transport will reflect this, as will the location of sites for development. High density development will be encouraged in the city and town centres, around public transport hubs and at other sustainable locations. Up to around 2016, development will be concentrated on existing allocations and other sites within existing urban areas plus a number of urban extensions. Thereafter, development will be concentrated on sites within existing urban areas and in two Strategic Development Areas.”*

The importance of PUSH is thus further underlined in the context of the SEP's statement that development in South Hampshire will be led by sustainable economic growth and urban regeneration and the way in which this will work through.

Regional Transport Strategy, Solent and Central Hampshire Transport Strategies, Local Transport Plan, Winchester Transport Assessment

The Regional Transport Strategy for the South East (SERTS) aims to progressively improve the regional transport system by, amongst other things, *“supporting the regional spatial strategy, particularly managing and investing in interregional corridors and delivering urban renaissance and sub-regional objectives”*. This is expressed in a number of policies to inform local authorities in the preparation of local strategies.

The SERTS identifies regional 'spokes', for example connecting the Brighton and Southampton 'Hubs' lying along the M27 Corridor. This is also identified as a link in the Trans-European Transport Network Outline Plan (2010 network).

The Local Transport Plan for Hampshire has been prepared within the overall context of the South East Plan. Within it, the Solent Transport Strategy embraces the PUSH area together with the M27 corridor and supports land use strategies which *“encourage shorter journeys and sustainable communities by focussing development in and around the two cities of Portsmouth and Southampton”* together with *“strategies to tackle problems of accessibility caused by geography”* and *“improved management of the motorways and trunk roads to make most effective use of road space”*. The Central Hampshire Transport Strategy aims to improve transport within the towns and villages by, amongst other things, *“managing problems of localised congestion”* and *“tackling problems of rural accessibility outside the main towns”*. The rural areas include settlements such as Bishops Waltham and also embrace the SDA north of Fareham and the MDA at West of Waterlooville.

The Transport Assessment carried out by consultants appointed by the City Council in 2007 informed the development of the Issues and Options document. Further work has been commissioned to assess the strategic site options and this has helped to inform consideration of strategic options for meeting development requirements within the PUSH area.

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

The Sustainable Community Strategy is currently being 'refreshed'. This is providing an ideal opportunity to bring the spatial aspects of the Core Strategy and the outcomes and priorities of the Sustainable Community Strategy closer together. Thus, the conclusions reached in respect of which strategic options are to be pursued will be able to inform the Sustainable Community Strategy update.

Recommended Response

Some responses to the Issues and Options paper included alternative suggestions of strategic options to meet development requirements in the PUSH area, as noted above. However, many responses were objections to individual options or parts of options, with a range of justifications together with a variety of suggestions as to why some other option or part of an option should be pursued.

Many comments were to the effect that the southern fringes of the District have little or no affinity to the 'core' of the PUSH area and should be treated differently. In fact, to a large extent, these representations have already been dealt with in resolutions stemming from CAB 1728(LDF), where Members have already acknowledged that the PUSH boundary extends well into the Winchester District but embraces settlements that do not have a clear or direct relationship with the larger urban settlements on the southern fringe of the District and beyond. It is, therefore, agreed that most of the southern part of Winchester District does not fall within the 'core' PUSH area, even though the South East Plan defines it as being within PUSH.

The PUSH strategy is one of promoting economic growth within the sub-region and regenerating the main urban areas. These urban areas come very close to the Winchester District boundary and in some cases planned growth adjoins or extends into the District, such as in the case of the SDAs and at West of Waterlooville. The intention of the PUSH strategy is that most growth should be located within or adjoining the main PUSH urban areas. Conversely, the South East Plan's policies BE4 and BE5 suggest that rural settlements should be the focus mainly for development to meet local needs, as opposed to regional growth proposals.

The Sustainability Appraisal also points to concerns about the option of spreading major growth amongst the larger rural settlements and this option has very clearly been rejected in the public representations. Although some landowners and prospective developers have supported the option, there is no clear proponent for it and the land that would be needed to implement this option is not in the control of any individual developer, or consortium of developers. This may make the delivery of this option questionable, even if it were to be chosen.

Accordingly, Members have resolved to identify three spatial areas within the

District:

- 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 produces a spatial overview which reflects the PUSH strategy and other requirements of the South East Plan, the evidence base, the Sustainability Appraisal, and many of the representations received relating to the strategic options for development in the PUSH area. Following from this spatial split, it is clear that the majority of the growth needed to satisfy the PUSH strategy should be located on the fringes of the District, in the M27 corridor urban areas. The SDAs are a separate requirement of the South East Plan and are not dealt with in this report. The other areas where the Winchester District part of the PUSH requirement should be focussed are the urban areas fringing the District, in particular Whiteley and West of Waterlooville.

This approach formed part of the Issues and Options consultation and has been generally supported. Further work is underway to consider the potential for development in these areas and the preferred strategic sites, so it is not yet possible to specify the exact capacity of these areas. However, subject to the outcome of these studies, it is expected that the bulk of the PUSH requirement for the District can be accommodated in these locations. This means that the emphasis in the more rural parts of the southern part of the District can be on sustaining or developing the roles of the existing settlements and meeting local needs.

Recommended Action

That Option 1 of the Issues and Options paper be rejected in favour of a mix of Options 2 and 3 (concentration of development at Whiteley and West of Waterlooville). The precise balance between Options 2 and 3 (Whiteley and West of Waterlooville) in terms of levels of development and strategic site allocations has yet to be determined through on-going work. However, subject to the outcome of this work, it is anticipated that these locations will be able to accommodate the bulk of the unallocated PUSH requirement for the southern part of the District.

The report on Settlement Hierarchy (Appendix A) gives an indication of the thinking in terms of the other settlements within the southern part of the District. Although the levels of development that may be expected for each part of the hierarchy will be the subject of a future report, these are more likely to be related to the scale of the settlements concerned and their local needs, rather than sub-regional growth requirements.

Annex 1 Key points arising from comments received to Question 14e
“Are there any major advantages or constraints to developing any of the areas identified on the maps within the options?”

Option 1: Major expansion of Bishops Waltham, Wickham and Knowle which would include allocating greenfield sites to accommodate around 1000 new dwellings in each of these settlements, with a 40% affordable housing requirement, new employment sites and new facilities and public transport provision		
Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
Bishops Waltham		
<p>Bishops Waltham has good community activities and good road access but would need more infrastructure depending on number of new dwellings allocated.</p> <p>Bishops Waltham is already creaking at the seams with its present population. Infrastructure problems must be resolved before any further development takes place.</p> <p>Development at Bishops Waltham and Wickham would overstretch infrastructure, should develop where infrastructure can be improved.</p> <p>Bishops Waltham and Wickham are in PUSH areas but too large scale of development together with lack of infrastructure.</p>	<p>Noted. New development can provide the opportunity to improve existing infrastructure and provide new elements where required. However it has been concluded that concentration of this scale of growth at Bishops Waltham is not the most appropriate option.</p>	<p>Reject Option 1, major expansion at Bishops Waltham, Wickham and Knowle.</p>
<p>Bishops Waltham cannot provide local jobs and most people would commute out.</p> <p>No employment opportunities in Bishops</p>	<p>This option includes the provision of new employment sites.</p>	<p>No further action required.</p>

<p>Waltham therefore all new householders would be commuting and no reduction carbon emissions.</p>		
<p>Planned areas for Bishops Waltham are not sustainable and are too far from the town centre.</p>	<p>Noted.</p>	<p>No further action required.</p>
<p>Option 1 is wrong – Bishops Waltham and Wickham are quite different to Knowle. Adding 1000 dwellings to them would completely change their present attractive nature.</p> <p>Strongly disagree with expansion of Bishops Waltham and Wickham, there should be some expansion of Knowle to support the community already there.</p> <p>Bishops Waltham and Wickham are historic towns and should be preserved as such.</p> <p>Bishops Waltham and Wickham are market towns of outstanding character and beauty and 'off the beaten track' – commuting would be difficult. Waterlooville and Whiteley would benefit from further development.</p> <p>Expansion of Bishops Waltham is unsustainable in transportation terms and development at Wickham and Knowle would impact on historic settlement patterns.</p>	<p>It has been concluded that concentration of this scale of growth at Bishops Waltham is not the most appropriate option.</p>	<p>Reject Option 1, major expansion at Bishops Waltham, Wickham and Knowle.</p>

<p>Oppose Bishops Waltham Areas 1 and 2: any displacement of allotments/ cricket ground/ Priory Park could be difficult to replace within easy reach of the settlement's population. Any such loss could significantly reduce the town's inherent sustainability.</p>	<p>Noted.</p>	<p>This report deals with the principle of expansion, not specific sites.</p>
<p>Oppose Bishop Waltham Area 1 for housing expansion: remote from town centre; additional junction pressures on Winchester Road; and the likelihood of greater traffic use of Ashton Lane and Durley Street.</p>	<p>Noted.</p>	<p>This report deals with the principle of expansion, not specific sites.</p>
<p>Bishops Waltham, more commuting will bring access roads to a standstill. Schools will be inadequate. Our leisure facilities are country orientated. Newtown PO is probably closing. The surgery will implode. The town centre will not gain – insufficient parking. Then there are all the services..... the 69 bus has been reduced.</p>	<p>Noted.</p>	<p>No further action required.</p>
<p>Disagree with major expansion of Bishops Waltham, Wickham and Knowle for one or more of the following reasons:</p> <ul style="list-style-type: none"> • Bishop Waltham's services and facilities are already overloaded (i.e. doctors, school(s) and town parking). • Substantial growth at Bishop Waltham would add to present problems of waste disposal and pollution. 	<p>Noted. However, it is made clear in this option that new employment and infrastructure are to be part of any growth.</p>	<p>No further action required.</p>

<ul style="list-style-type: none">• Substantial growth at Bishops Waltham would result in water supply, storm drainage and related infrastructure problems.• Continued residential growth at Bishops Waltham will be likely to eliminate most remaining (lower-skill) employment sites and the job opportunities they provide.• Substantial growth at Bishops Waltham will multiply the mismatch between services, facilities and infrastructure and the needs of a growing population.• Roads and other travel infrastructure, in and around Bishops Waltham and the area south are inadequate to support any significant level of further growth.• Substantial growth at Bishops Waltham will only increase levels of local car usage, including commuting and motorway access, adding to its carbon footprint.• Substantial growth at Bishops Waltham, involving development of Areas 1 or 2 would result in the loss of increasingly valuable agricultural land.• Substantial growth at Bishops Waltham. will lead to a loss of countryside, access, habitat and natural features.		
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<ul style="list-style-type: none"> • 'Significant Growth' option for Bishops Waltham does not comply with 'Strategic Objective 3'. • Substantial growth as Bishops Waltham will lead to a loss of character, identity and community cohesion. 		
<p>Agree to option of expansion of these areas but disagree with allocating greenfield sites.</p>	<p>Expansion of the scale considered in this Option inevitably means that greenfield sites will be required for development – the settlements do not have sufficient brownfield land to accommodate the number of new dwellings and other associated development required.</p>	<p>No further action required.</p>
<p>Significant additional development at Bishops Waltham should not be contemplated until the displaced effects of growth at Hedge End have been fully assessed.</p>	<p>The timescale and development requirements relating to the LDF mean that new allocations cannot wait until Hedge End's development is completed.</p>	<p>No further action required.</p>
<p>Wickham</p>		
<p>Disagree with expansion of Wickham</p>	<p>It has been concluded that concentration of this scale of growth at Wickham is not the most appropriate option.</p>	<p>Reject Option 1, major expansion at Bishops Waltham, Wickham and Knowle.</p>
<p>Strongly disagree for one or more of the following reasons:</p> <ul style="list-style-type: none"> • There is no need for Wickham to expand, when there will be a well planned SDA with many facilities very nearby. • Hedge End and Fareham SDA will impact on Wickham with increased demands on roads, parking, services and facilities. • Winchester City Council 	<p>Noted. SDA development alone cannot meet the development needs of South Hampshire. Also, it is made clear in this Option that new employment and infrastructure are to be part of any growth.</p>	<p>No further action required.</p>

<p>is our elected representative on PUSH and must act to protect Wickham and the areas around it, in accord with the principles outlined in the Core Strategy in relation to SDAs:</p> <ul style="list-style-type: none"> ▪ Protection of the sensitive environment of the Winchester District ▪ Provision of physical and social infrastructure in the SDA with access to greenspace ▪ Minimise impact on towns and villages in this part of the District, by ensuring that the SDA has sufficient facilities in itself. <ul style="list-style-type: none"> • Wickham should have limited growth of no more than 15% over the next 20 years. • Wickham should develop itself as a tourist centre (history, location next to National Park), re-classified as Local Hub to protect its identity. • Strategic Gap required north of Fareham SDA to maintain integrity of Wickham. • Local Gaps should be designated between Wickham's Parish Boundary and all adjacent local settlements. 		
<p>Strongly disagree due to :</p> <ul style="list-style-type: none"> • impact on roads, increase in traffic and routes through Durley • disturbance during 	<p>The Council will take account of the various transport strategies and studies in deciding which strategic development</p>	<p>No further action required.</p>

<p>construction</p> <ul style="list-style-type: none"> • capacity of infrastructure • loss of character of small rural town. 	<p>option(s) to pursue. The Transport Assessment which is being carried out for the Council will also inform decisions. Also, it is made clear in this option that new infrastructure would be part of any growth.</p>	
<p>Standard Wickham Letter:</p> <ul style="list-style-type: none"> • Need for smaller level of development – 10-20% over the next 20 years only. • 1000 dwellings around Wickham – disproportionate to the size of the existing community. • Wickham does not need its own large scale development in addition to the nearby SDA. • Does not accord with the Core Strategy aim of protecting the sensitive environment of the District. • Does not accord with Core Strategy principles of sustainability. Should put houses in locations where there are existing sustainable communities, thus decreasing road travel. • Contrary to the South East Plan strategy of urban regeneration. Densities should be increased on sites with existing permissions or already reserved. • Infrastructure is inadequate already and will be unable to cope with the large scale housing increase. • Lack of social infrastructure - doctors, dentist, schools and 	<p>Noted.</p>	<p>No further action required.</p>

<p>recreation facilities.</p> <ul style="list-style-type: none"> • Lack of employment opportunities • Impact on local roads and increased noise • Lack of Shops. 		
<p>Comments made by Members of the Wickham Society:</p> <ul style="list-style-type: none"> • SDA must have own infrastructure including green space; • Wickham should develop as a tourist centre; • Need a Strategic Gap north of Fareham SDA; • Designate Local Gap around Wickham. 	<p>Noted.</p>	<p>No further action required.</p>
<p>Wickham Questionnaire:</p> <ul style="list-style-type: none"> • Fareham SDA will overly stretch the local infrastructure (services, additional traffic, flooding and drainage) in Wickham and Knowle, without the addition of major expansion of either of these villages. • Small development of affordable housing for sale is required for young people. • Allocating Greenfield sites for large development at the market towns is contrary to the South East Plan strategy of development in urban areas. • Development of the SDAs is meant to protect the surrounding rural area and market towns. • Wickham's employment is based on tourism and it is well placed to become a gateway to 	<p>Noted. It is made clear in this Option that new employment and infrastructure are to be part of any growth.</p>	<p>No further action required.</p>

<p>the National Park.</p> <ul style="list-style-type: none"> • No employment in area – new development will lead to additional commuter traffic on M27 etc. • Wickham does not want to embrace urbanism. 		
<p>Wickham has inadequate infrastructure to expand. There is congestion already. There are parking difficulties. Flooding issues – inadequate sewerage and drainage.</p>	<p>Noted.</p>	<p>No further action required.</p>
<p>There should be green gaps between Wickham and Fareham SDA.</p>	<p>Agreed, this is a requirement of the South East Plan.</p>	<p>No further action required.</p>
<p>Wickham is wrongly grouped with Bishops Waltham and Knowle:</p> <ul style="list-style-type: none"> • It is too small to be able to accept major expansion without losing its character. • It does not have the infrastructure needed to support major expansion and, despite stated good intentions, is unlikely to get it leading more journeys for new residents who cannot find the local services available in larger surrounding settlements. • Other than the A32 most other local roads would have difficulty coping with any increase in traffic. • With major developments at Whiteley, Knowle and Fareham it is important to retain a haven of stability and peace as Wickham is currently viewed. 	<p>It has been concluded that concentration of this scale of growth at Wickham is not the most appropriate option.</p>	<p>Reject Option 1, major expansion at Bishops Waltham, Wickham and Knowle.</p>

<p>Wickham does not meet 'key hub' criteria with little true commerce, no secondary school and early education, GP/dentist capacity.</p> <p>Wickham should be a Local Hub to allow limited growth. Key Hub status would lead to substantial development, changing the character of the village. Denmead should be a Key Hub.</p>	<p>The settlement hierarchy is subject to examination and discussion elsewhere (Appendix A).</p>	<p>See Appendix A.</p>
<p>Strongly object with 1000 new houses in Wickham. Another 1000 at Knowle will just make matters worse as that will also be within the 10,000 new houses at Fareham.</p>	<p>Noted.</p>	<p>No further action required.</p>
<p>A small level of development would be acceptable in Wickham within existing boundaries.</p>	<p>Noted.</p>	<p>No further action required.</p>
<p>Sites are available at Bishops Waltham and Wickham to support new development.</p>	<p>Noted.</p>	<p>No further action required.</p>
<p>Knowle</p>		
<p>Wickham, Bishops Waltham and Knowle have public transport limitations.</p>	<p>The Council will take account of the various transport strategies and studies in deciding which strategic development option(s) to pursue. The Transport Assessment which is being carried out for the Council will also inform decisions. It has been concluded that concentration of this scale of growth at Knowle is not the most appropriate option.</p>	<p>Reject Option 1, major expansion at Bishops Waltham, Wickham and Knowle.</p>
<p>Knowle is better placed to take additional share of the strategic housing requirement (re Fareham SDA).</p>	<p>It is not accepted that Knowle would be a better placed for strategic growth than North Fareham SDA.</p>	<p>No further action required.</p>

Knowle needs to develop into a more sustainable standalone community.	Noted.	No further action required.
Knowle is virtually unrecognisable, thanks to overdeveloping allowed by WCC. It would be a shame to see the rest of the area ruined. Object to expansion of Knowle given the requirement to maintain open land between Knowle and SDA and the potential role of the sites in meeting the green infrastructure needs of the SDA. The role of these sites should be informed by a comprehensive masterplan for the whole area affected by the SDA.	Noted.	No further action required.
Development should occur at Knowle. A railway station could be built between Whiteley and Knowle.	Network Rail's response to the Issues and Options document does not envisage the development of new stations. It is also difficult to see how a station between Knowle and Whiteley could serve either settlement very effectively.	No further action required.
Agree to major expansion of Knowle with no expansion of Wickham and Bishops Waltham.	Noted.	No further action required.
Knowle is an emerging community and could be further developed to its benefit.	Noted.	No further action required.
Whiteley and West of Waterloo		
Development would make a positive contribution to the community of Whiteley and assist the imbalance of homes and jobs.	Agreed, it is recommended that development at Whiteley should be promoted, subject to more detailed site-specific work.	Accept Options 2 and 3 (concentration of development at Whiteley and West of Waterloo)

Development of West of Waterlooville should remain at proposed levels.	Noted.	No further action required.
Focus on Whiteley will facilitate the long overdue extension of Whiteley Way.	Noted.	No further action required.
West of Waterlooville and Whiteley are new developments. They both need good central facilities and the best possible infrastructure. Various employment possibilities are already present or close by.	Agreed. Both locations offer the potential for growth on an established base.	Accept Options 2 and 3 (concentration of development at Whiteley and West of Waterlooville)
Support principle of expansion to the north of Whiteley. Object to the expansion of Whiteley to the East and the potential impact on the Strategic Meon Gap.	Noted.	This report deals with the principle of expansion, not specific sites.
Many residents of Whiteley wish to live in the developed area with everything on their doorstep. This is not the wish of local people of Wickham, Bishops Waltham, Swanmore and other small rural villages.	Noted.	No further action required.
Waterlooville and Whiteley lack historic identities – aesthetic or social; neither are they surrounded by remarkable and attractive landscaped – to extend them would cause least disruption to the existing character of these communities. Wickham and Knowle have distinctive architecture and heritage - that of the hospital complex in the case of Knowle - these should be protected.	Noted.	No further action required.

Others		
Wildlife needs habitats and loss of green land will mean that wildlife will be lost.	Noted.	No further action required.
Inadequate transport links for Option 1	Noted.	No further action required.
A small level of development would be acceptable within existing boundaries.	Noted. The development needs of the District could not be met just on this basis.	No further action required.
Expansion would remove village green gaps, creating a single urban sprawl and aggravate traffic jams and gridlock local rural roads to the north.	Noted.	No further action required.
Expecting Key Hubs to accept, additionally, a major role in the PUSH is pushing the envelope too far for these communities. The advantage of Option 1 is that it does not hinder their role as Key Hubs within the core Strategy and hence is low risk.	Noted.	No further action required.
Development in some settlements outside the SDA will have implications for Eastleigh, including impacts on the highway network.	The Council will take account of the various transport strategies and studies in deciding which strategic development option(s) to pursue. The Transport Assessment which is being carried out for the Council will also inform decisions.	No further action required.
Not supported due to increased traffic through Durley, disturbance during construction and capacity of infrastructure.	Noted.	No further action required.
Would use too many greenfield sites, too high density and public transport provision would not materialise.	Noted, but the levels of development required will necessitate the use of greenfield sites.	No further action required.
Disadvantage through traffic and parking with	Noted.	No further action required.

adverse impact on carbon footprint.		
Impact on character of historic settlements and lack of infrastructure to support this level of growth.	Noted.	No further action required.
This option would provide benefits by reducing travel, lessen impact of new development, assist with provision of affordable housing and support delivery of infrastructure.	Noted.	No further action required.
Opportunities for growth but scale of growth needs more detailed consideration especially in relation to available land.	Noted.	No further action required.
Most suitable option for dealing with residual growth outside Whiteley. Will provide sufficient growth in these settlements to assist their sustainability and internalisation.	Noted.	No further action required.
Expansion of these settlements would remove green gap, creating a single urban sprawl and aggravate increased traffic jams and gridlock on roads to the north (CPRE).	Noted.	No further action required.

Key Points (common issues have been grouped)		Suggested Action
Option 2a: Increase the planned density of dwellings within the area already allocated as a reserve site at Waterlooille		
Critical mass of new facilities and infrastructure already planned at West of Waterlooille. Any additional development would capitalise on this.	Agreed – increasing densities would give a greater return on infrastructure investment.	No further action required.

Higher densities may be inappropriate in this location.	The reserve site is capable of accommodating some increase in densities.	No further action required.
Denmead and Waterlooville have done their bit for commercial and housing development during the last twenty years. They have reached optimal size.	Noted.	No further action required.
Questionable whether or not densities could be increased sufficiently to provide significant uplift in housing figures.	Increased densities could provide perhaps 200 or more additional dwellings which would help towards meeting targets.	No further action required.
Should be considered as these areas are subject to development already but increased density must be subject to it being appropriate and in character with the built environment.	Noted.	No further action required.
Need to keep housing and work/jobs co-located to reduce infrastructure loading.	Increased densities would not affect the relationship between employment areas and housing.	No further action required.
West of Waterlooville forum should test option 2a, to ensure integration with MDA.	Noted.	No further action required.
Denmead/Waterlooville Gap has been fought over for 30 years and strongly supported by Winchester Plan Inspector's report. Villages such as Denmead will lose identity and the area will become a suburban sprawl. To adopt [this option] amounts to creeping development in a way which will destroy a community's identity. Expansion of West of Waterlooville is contrary to	Increased densities of housing at West of Waterlooville would not affect the existing gap.	No further action required.

Winchester Local Plan Inspector's report – urged that Denmead/ Waterloo ville Gap be maintained within present boundaries.		
Development should occur at West of Waterloo ville.	Noted.	No further action required.
West of Waterloo ville and Whiteley are to be favoured, not least because the infrastructure in those places is either in existence or capable of providing without altering the nature of the historic and rural settlements.	Noted. However, these options alone may not be able to accommodate all the required development.	No further action required.

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
Option 2b: Expansion of Waterloo ville further to the west to take advantage of the facilities already existing or in the planning process;		
<p>A strategic gap must be retained/maintained between Denmead and Waterloo ville.</p> <p>Limited scope for future expansion without intruding into Denmead Gap.</p> <p>The existing constraint of the Denmead Gap should be respected.</p> <p>B2150 cannot cope with current traffic – Denmead Gap will be destroyed and the pylons are a good line to stop building.</p> <p>Disagree with extension of Waterloo ville – important to retain Denmead's identity as a village.</p>	<p>It is agreed that care would be needed with any further westward extension of Waterloo ville. This may be appropriate with appropriate landscaping and incorporation of open space but this will require further site-specific work. It is not the purpose of this report to allocate specific sites.</p>	<p>Further investigate capacity of land adjoining Waterloo ville to accommodate development.</p>
Any additional development at Waterloo ville would be	Land to the West of Waterloo ville is already identified and planning	Further investigate capacity of land adjoining

<p>detrimental, firstly to Waterlooville itself, as it will struggle to assimilate and integrate with the extensions already planned, but also to the surrounding area and the designated National Park to the north of Denmead.</p> <p>The [East Hampshire] council is concerned that the expansion of Waterlooville to the West would have a detrimental impact on the residents of East Hampshire especially in Lovedean, Horndean and Clanfield. The physical and social infrastructure in the area is already inadequate, especially highways, and further development would aggravate an already unsatisfactory situation. Also, the diminution of the Waterlooville/ Denmead local gap could well lead to pressure for the development of other important gaps within the PUSH area.</p> <p>Strong concerns about option 2b, in view of infrastructure capacity, poor relationship to rest of MDA and narrowing of Denmead gap. Further employment land here could have implications for strategic road access and jeopardise employment sites in Havant. Invites the City Council to explore Havant and East Hampshire, possible development of Woodcroft Farm.</p>	<p>permission exists for the development of 2000 dwellings as well as employment provision and associated infrastructure. The reserve allocation allows for an additional 1000 dwellings which might be increased by 200 or so more dwellings by increasing densities. Any further development beyond that reserve allocation would take account of infrastructure provision and capacity as well as the visual aspects of further development.</p> <p>Winchester Council will work with other authorities on sites which span local authority boundaries. However, Winchester's LDF must take account of the policy framework of neighbouring local authorities but policies in Winchester's LDF will be specific to Winchester District.</p>	<p>Waterlooville to accommodate development.</p>
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The MDA will bring long term changes to the southern parishes – any addition will generate social disruption.	Noted.	No further action required.
Development should occur at West of WaterlooVille	Noted.	No further action required.
West of WaterlooVille and Whiteley are to be favoured, not least, in addition to all reasons previously expressed because the infrastructure in those places is either in existence or capable of providing without altering the nature of the historic and rural settlements.	Noted.	No further action required.

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
Option 3: Concentrate growth at Whiteley which would include the provision of mixed use development; essential transport infrastructure (including the completion of the Whiteley Way); a mix of dwellings (with a 40% affordable housing requirement); greenspace; community facilities; evening economy; and new commercial/business units		
<p>There is overall capacity at Whiteley and the potential to consolidate the social infrastructure; development would there would be least disruptive to the established community.</p> <p>Most appropriate option – the settlement with the most significant deficiencies in social infrastructure.</p> <p>Only support if facilities and infrastructure improved before or during development.</p> <p>Advantage in opportunity to plan and stage</p>	<p>There is support for development at Whiteley to encourage the provision of additional infrastructure, both social and physical, which is needed in the settlement.</p>	<p>Accept Options 2 and 3 (concentration of development at Whiteley and West of WaterlooVille)</p>

<p>development providing necessary infrastructure and faculties hand in hand with dwellings.</p> <p>Whiteley would become more self sufficient with the infrastructure and shops proposed. Also, a secondary school based at Whiteley would ease pressure on surrounding schools. Surely for a development the current size of Whiteley (let alone any increase) should have sufficient schooling, GP, range of shops etc.</p> <p>In many ways, Whiteley is still, a new community; establishing its identity. If it to become the vibrant town is could be and achieve full potential, it will benefit enormously from the adoption and implementation of Option 3.</p>		
<p>Proposed area for development would lead to dispersed settlement with no cohesive structure.</p>	<p>Noted. It is not the purpose of this report to allocate specific sites.</p>	<p>No further action required.</p>
<p>West of Waterlooville MDA will bring long term change to southern parishes during the next seven to nine years and adding to that would be socially disruptive.</p>	<p>The MDA alone does not embrace the levels of housing provision necessary to meet requirements.</p>	<p>No further action required.</p>
<p>Whiteley residents support the 'PUSH' development and have links to the M27.</p>	<p>Noted.</p>	<p>No further action required.</p>
<p>The concentration of growth at Whiteley would make it a more sustainable settlement thereby reducing</p>	<p>Noted.</p>	<p>No further action required.</p>

dependence on the private car and reducing congestion on the M27 assisting the economic wellbeing of the PUSH area.		
No objection subject to no inappropriate development in the floodplain and no development abutting important biodiversity areas (Environment Agency).	PPS 25 – Development and Flood Risk – is taken into account by all Local Planning Authorities in preparing Development Plan Documents.	Investigate flood risk issues further in considering potential site allocations.
Option 3 would appear to be the only location where jobs and housing exist together. It would be interesting to know what level of sustainability was achieved.	Noted. It is not the purpose of this report to allocate specific sites.	No further action required.
Whiteley should be the top priority for expansion.	Noted.	No further action required.
Would need to consider access to M27 at junction 10.	Noted. The Council will take account of the various transport strategies and studies in deciding which strategic development option(s) to pursue. The Transport Assessment which is being carried out for the Council will also inform decisions.	No further action required.
Practical and environmental considerations point to Whiteley.	Noted.	No further action required.

Annex 2 Key points arising from comments received to Question 14f
“Are there any other strategic options you think would help address the issues and demands the PUSH area faces over the next 20 years?”

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
<p>Major residential developments should be directed to MDA/SDA scale locations where :</p> <ul style="list-style-type: none"> • proximity to motorways and major road corridors/railways are the primary locating factor; • infrastructure and housing needs can be better planned for and brought together at the same time. 	<p>This is the general conclusion which has been reached. Accessibility and infrastructure are major elements of consideration for major developments. The MDAs/SDAs alone may not be able to meet all the required development, however..</p>	<p>Accept Options 2 and 3 (concentration of development at Whiteley and West of Waterlooville)</p>
<p>Need a major new SDA at Fareham.</p> <p>Fareham SDA is better placed to take an additional share of the strategic housing requirement Reduce the size of the Fareham SDA. The proposed size is beyond the capacity of the area and will be detrimental to Urban South Hampshire.</p>	<p>The number and location of SDAs has already been examined and proposals agreed. Housing allocations have been examined and the Secretary of State has consulted on development levels.</p>	<p>No further action required.</p>
<p>Core Strategy should consider a sustainable urban extension to the existing settlement of Hedge End.</p> <p>Give further consideration to the area to the west and northwest of Hedge End.</p>	<p>While the Hedge End SDA lies within the defined PUSH area, the major part falls outside Winchester’s boundaries. As matters stand at present, there is a proposed SDA at Hedge End. Winchester City Council is therefore bound to consider that part of the SDA falling within the District and will be preparing an Action Area Plan</p>	<p>No further action required.</p>

	jointly with Eastleigh Borough Council.	
Utilise planned and future closure of government sites. Make better use of former MoD land and sites.	Noted.	See above.
Winchester needs large scale development to sort out its massive work/housing imbalance.	This does not address the issues to be tackled in and around the PUSH area.	No further action required.
Wickham should be a Local Hub. Denmead should be a Key Hub.	The settlement hierarchy is subject to examination and discussion elsewhere (Appendix A).	No further action required.
Concentrate new development in areas already due for development such as West of Waterlooville and Whiteley. Concentrate development at West of Waterlooville and Whiteley which can be easily expanded. More appropriate places for development are Whiteley, Winchester Town and West of Waterlooville.	Whiteley and West of Waterlooville have already been identified as suitable for large scale development.	Accept Options 2 and 3 (concentration of development at Whiteley and West of Waterlooville)
Knowle should be developed to the maximum to become a sustainable settlement.	Sustainability is a key consideration but it is concluded that further substantial growth at Knowle would not be appropriate.	No further action proposed.
Strategic options for commercial/business units should consider and include the potential of land at Segensworth.	Noted. There is no significant undeveloped land at Segensworth which is within Winchester District.	No further action proposed.
Concentrate development at areas where development is wanted. Biggest demand would be	Taking such an approach would not help achieve the objectives of PUSH and South East Plan.	No further action proposed.

on services due to density of housing proposed. Split up housing into smaller pockets around Hampshire to spread the load.		
Focus for development should be the cities of Portsmouth and Southampton with development on brownfield sites.	Sites in Portsmouth and Southampton will be utilised as fully as possible but will not meet Winchester's development needs. SEP has dual focus on Southampton and Portsmouth for investment and development but supported by other towns serving more local areas. Brownfield sites will be developed wherever possible but there will need to be greenfield development.	No further action proposed.
Develop inside the M27 belt.	Members have already discussed the relationship between the PUSH area and the District and have resolved that the M27 urban corridor be one of the three spatial areas embraced by the LDF with a 'policy overlay' for the PUSH area.	No further action proposed.
Build at Micheldever Station.	This option has already been examined and dismissed by the Council and by the government - in April 2008 the Housing Minister decided not to shortlist Micheldever Station as the site for an 'eco-town'.	No further action proposed.
Growth at North Whiteley offers opportunities to enhance local facilities.	Noted. School provision and capacity are important issues for	Accept Options 2 and 3 (concentration of development at

<p>In terms of school provision Option 1 is less advantageous than Option 2b and/or 3. Option 2a would implement the second primary school. Option 2b could be accommodated within current school site allocations. Option 3 could provide for a secondary school but only if development is at least 2500 dwellings (Hampshire County Council).</p>	<p>consideration in the selection of Options.</p>	<p>Whiteley and West of Waterlooville)</p>
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Winchester District Development Framework

Core Strategy – Issues and Options

Strategy for Climate Change

Analysis of Consultation Responses

Strategy for Climate Change

Summary of Issue and Proposed Options

The City Council is taking climate change seriously and much work had taken place before the development of the Issues and Options paper, including the preparation of a Climate Change Plan and a Strategic Flood Risk Assessment.

During summer 2007 the draft Climate Change Plan 'Tackling Climate Change', was published for consultation and set out what Winchester's communities and the Winchester District Strategic Partnership, can do in delivering action on this important issue. This document recognised the strong links with the LDF and its spatial policies. In response to the consultation exercise a number of comments were made which are relevant to the LDF, in terms of designing new buildings which minimise the need for heating and lighting so as to be carbon neutral, the requirement for a percentage of energy for new development to come from renewable sources, and policies to reduce the need to travel - these also reflect comments received through the Live for the Future community events.

Two broad options for the Core Strategy's approach to climate change were set out in the Issues and Options consultation, one based on meeting the various statutory requirements and the other seeking to go further towards a low carbon District. The Options table is reproduced below.

Option : 1 Meet Minimum Requirements	Option 2 : More Ambitious Option
Meet proposed targets for carbon reduction within the District (26%-32% by 2020), which may change over time.	Set more challenging targets for carbon reduction within the District, e.g. 35%-40%, with tougher standards to ensure targets are met, including the measures below.
Adopt national Code for Sustainable Homes Level 6 by 2016 and meet South East Plan requirements.	Adopt the PUSH targets (or higher) for the whole District: <ul style="list-style-type: none"> • Level 3/BREEAM 'Very Good' from now. • Level 4/BREEAM 'Excellent' from 2012. • Level 6/BREEAM 'Excellent' from 2016.
Require that 10% of energy used in new development (schemes of 10+ houses or 1000+sq m of commercial floorspace) is produced on-site or from local renewable/sustainable sources.	Require that a higher proportion (e.g. 20%) of energy is produced on-site or from local renewable/sustainable sources. This would apply to all new development, either by on-site generation (schemes of 5+ dwellings

	or 500+sq m of commercial floorspace) or a financial contribution from smaller schemes to support renewable/sustainable energy production schemes in the District.
Waste management, recycling and composting schemes developed in accordance with the Hampshire Minerals and Waste Core Planning Strategy's policies. New development to allow for the segregation, storage and collection of recyclable materials, green waste and residual waste, with more locally-based recycling, composting, etc infrastructure.	Exceed the requirements of the Hampshire Minerals and Waste Core Planning Strategy, with increased emphasis on waste reduction, requirements to recycle demolition/ construction waste on-site, and local biomass plants to improve recycling and produce energy from waste and locally-grown wood coppice.
Adopt national standards for water efficiency (Code for Sustainable Homes/BREEAM), sustainable drainage and flood protection.	Adopt PUSH targets (see above), with more emphasis on measures such as green roofs and higher standards of flood protection.

Public and Stakeholder Feedback

Public Workshops (Jan 2008)

The issues of carbon reduction and renewable energy were discussed at the majority of the Issues and Options workshops and the workshop report highlights a number of considerations which were raised by those present. Below is a summary of the points made. The full workshop report can be viewed at:

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

- The City Council should lead the community on this issue
- Having more development in the district will increase CO₂ emissions
- Important to go for more challenging targets, although query over what is realistic.
- Buildings need to be designed for sustainability – there is a role for both planning and building regulations in this
- Eco-design does not have to be expensive, especially as market for this expands
- There is a need for renewable energy, which can also help toward tackling fuel poverty. It needs to be encouraged as developers are not putting in enough at present.
- Combined heat and power, wind turbines, solar panels and ground source heat pumps are all technologies worth investigating
- Energy efficiency is a key element of achieving targets.
- There should be more recycling and a reduction on packaging
- Need to address increasing flood risk due to climate change.

Issues and Options Questionnaire

Question 15a of the Issues and Options report asked which of the two options (see table above) people felt was the most appropriate for addressing climate change issues for the District.

A total of 655 responses were received to this question, including a number of responses from groups and societies on behalf of their members. 58% of respondents chose Option 1 and 42% chose Option 2, so this result has no clear conclusion on which option is most acceptable locally.

Question 15b then asked 'If you chose option 2, please say why you consider that more stringent climate change targets need to be set for the District.' And question 15c asked "Are there any other Climate Change targets that Winchester District should aim to meet?"

Over 240 detailed comments were received to question 15b and 130 to question 15c.

Summaries of all the responses to questions 15b and 15c 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.

Member and Developer Seminar

A seminar "New Homes for Winchester District: Learning from Best Practice" was held on 8th September 2008, giving City Councillors, architects and developers the chance to hear about examples of sustainable design and discuss the issues around accelerating the Code for Sustainable Homes timescale in the District.

Delegates at this seminar recognised that sustainable design is needed, but that the timescale for achieving the Code for Sustainable Homes levels is challenging.

The cost of constructing to higher standards was a major concern, and one of the reasons for the phased introduction of the Code for Sustainable Homes. A 'level playing field' for developers is required. It is relatively harder to meet the higher Code levels in smaller developments, so any requirements in policies will need to include thresholds. Large sites are much easier to develop to higher Code standards.

Delegates felt that the Council should provide leadership on this issue. This includes developing policy, guidance and also supporting mechanisms. It was clear from the examples presented that encouraging and supporting Low and Zero Carbon developers attracted high quality developers with skills in this field.

There is a current lack of knowledge of this field among both developers and planners and the Council has a key role in helping build this knowledge. This will include creating local examples of sustainable design. There is also a need to build the knowledge of the public on how and why buildings will be different in the future. There is already a lot of interest locally in the issue of climate change to build upon, and rising energy and water costs are already creating an awareness of the need for sustainable buildings.

Given that there will need to be assessment based on the Code, it was felt that policies should use the Code criteria rather than creating additional requirements. Priority elements of the Code could be chosen, for example, CO₂ emissions.

There may well be trade-off required between sustainable design policies and other policies, and an acceptance that sustainable buildings in the future may look very different to the existing building stock.

The need for the Council to set an example in its own buildings, and the need for reducing CO₂ emissions in existing buildings was also highlighted.

Other Considerations

Since the Issues and Options paper was produced, new policy and research has been developed that affect this issue. This section summarises these new developments to provide a complete picture of the current status of the Climate Change issue.

Planning Policy Statement: Planning and Climate Change

This supplement to PPS1 was published in December 2007 and sets out how planning should contribute to reducing emissions and stabilising climate change and take into account the unavoidable consequences. It states that all planning authorities should prepare, and manage the delivery of, spatial strategies that make a full contribution to delivering the Government's Climate Change Programme and energy policies.

The principles to be applied when making decisions about spatial strategies include:

- "the proposed provision for new development, its spatial distribution, location and design should be planned to limit carbon dioxide emissions
- new development should be planned to make good use of opportunities for decentralised and renewable or low carbon energy
- new development should be planned to minimise future vulnerability in a changing climate"

On the issue of sustainable buildings, the PPS states that "there will be situations where it could be appropriate for planning authorities to anticipate levels of building sustainability in advance of those set out nationally. When proposing any local requirements for sustainable buildings planning

authorities must be able to demonstrate clearly the local circumstances that warrant and allow this.”

Planning Policy Statement 22: Renewable Energy

This PPS was published in August 2004 and sets out the Government's policies for renewable energy relevant to planning authorities.

One of the key principles in this statement states that “local development documents should contain policies designed to promote and encourage, rather than restrict, the development of renewable energy resources. Regional planning bodies and local planning authorities should recognise the full range of renewable energy sources, their differing characteristics, locational requirements and the potential for exploiting them subject to appropriate environmental safeguards.”

Code for Sustainable Homes and Non-Domestic Buildings

The Code for Sustainable Homes was introduced in April 2007 to set a standard for key elements of design and construction which affect the sustainability of a new home. It will form the basis for future developments of the Building Regulations in relation to CO₂ emissions from, and energy use in, homes, therefore offering greater regulatory certainty to developers.

The timetable is that Building Regulations will require new housing to meet Code level 3 by 2010, Code level 4 by 2013 and Code level 5/6 by 2016. In the March 2008 budget, the Government also announced its intentions for all non-domestic buildings to be zero carbon by 2019.

The Climate Change Bill

The Climate Change Bill is currently going through Parliament, with the final stages in the House of Commons at the end of October. This puts into statute the UK's targets to reduce carbon dioxide emissions through domestic and international action by at least 80% by 2050 (amended from 60%) and at least 26% by 2020, against a 1990 baseline.

Whilst the effect of this Bill on local authorities remains unclear, it is possible that the Government could use the powers within the Bill to require local authorities to report on how they have assessed the risks of climate change to their work, and what they are doing to address these risks; and require local authorities to enter a greenhouse gas emissions trading scheme based on (for example) a carbon metric such as per capita emissions, as outlined in National Indicator 186.

UK Renewable Energy Strategy

In 2007, the Government agreed with other Member States to an EU-wide target of producing 20% of the EU's energy from renewable sources by 2020. The UK's proposed contribution would be to increase the share of renewables in our energy mix from around 1.5% in 2006 to 15% by 2020.

The UK Renewable Energy Strategy will set out how this target will be achieved. The consultation took place from June to September 2008 and sought views on a number of issues, including:

- Additional financial incentives for renewable electricity
- New financial incentives for heat
- New incentives for microgeneration and distributed energy
- Removing grid barriers to renewables
- Making the planning system more responsive, while increasing the benefits going to local communities
- Using more energy from waste and biomass
- Stimulating innovation and the supply chain.

The strategy is due to be published in Spring 2009.

National 80% emissions reduction target by 2050 announced

On the 16th October, following on from Lord Adair Turner's Climate Change Committee recommendations, the Energy and Climate Change Secretary Ed Milliband announced that the Government would make the 80% target binding in law by amending the Climate Change Bill currently going through Parliament.

New 'Department of Energy and Climate Change'

On 3rd October, a new department was established to tackle the twin challenges of energy security and climate change, a recognition of the increasing seriousness with which the Government views this issue.

South East Plan

The draft South East Plan was submitted to the Government in March 2006, and the Government published its Proposed Changes in July 2008 and has recently closed the 12 week consultation. The South East Plan contains a number of policies promoting sustainable and low carbon development. It specifically encourages local planning authorities to include policies that secure 10% of the energy demand of developments from decentralised and renewable or low-carbon sources; and encourage the integration of Combined Heat and Power (CHP) in all developments and district heating infrastructure in large scale developments.

PUSH Sustainability Framework

In March 2008, the Partnership for Urban South Hampshire Joint Committee approved the PUSH Sustainability Policy Framework. This was originally intended to take Policy SH14 in the South East Plan forward, translating it into a set of principles for each authority to reflect in their own Core Strategies. Policy SH14 has since undergone some major changes, but the framework remains useful in ensuring a common approach across the PUSH area.

The framework states that "Local Development Frameworks within the PUSH area should include policies to deliver all of the following principles:

- The LDF Sustainability Policies will apply to all development; and
- The scale and density of development is matched by its level of accessibility to the necessary social, environmental and economic

- infrastructure, especially by walking, cycling or by public transport, as demonstrated through the design and access statement; and
- All new development will incorporate best practice principles of urban design and ensure that the completed development creates and contributes to a high quality public realm including green infrastructure for the local community; and
 - Adequate land or funding has been provided for waste management infrastructure; and
 - It meets the sequential and exception test (where required) in relation to PPS25 and the findings of the PUSH Strategic Flood Risk Assessment; and
 - It protects and enhances the natural and built environment. Where development unavoidably has an adverse impact on the natural or built environment, mitigation measures will be required; and
 - It contributes to the delivery of xx MW of new renewable energy by 2020 and carbon neutrality in the authority (amount to be determined by the PUSH energy study)
 - Where it is part of a major area of development, it either links to existing or produces its own local renewable energy and also maximizes resource efficiency opportunities; and
 - When permitted it meets the following minimum Code for Sustainable Homes threshold level, and equivalents for non-residential development: Code level 3/BREEAM 'very good' up to and including 2011; Code level 4/BREEAM 'excellent' from 2012 and Code level 6/BREEAM 'excellent' from 2016.

PUSH energy study

This study was commissioned from Arup to advise on the feasibility of an energy strategy for the sub region. The feasibility study was also to advise on the relationship between energy and carbon dioxide emissions with a view to developing a sub regional approach to climate change. In assessing the priorities for a strategy to guide the development of South Hampshire over the next 20 years, the report includes discussion of the contribution of:

- Greening the Grid;
- Code for Sustainable Homes
- Code for Sustainable Business
- Retrofitting Demand Reduction Measures to the Existing Housing Stock;
- Retrofitting Demand Reduction Measures to the Existing Non Domestic Stock;
- Implementing the DEFRA Waste Strategy Targets for Recycling;
- Applying Decentralised Generation to Existing Urban Areas;
- Traffic Measures and Demand Management;
- National and EU Measures.

The report also includes an 'indicative apportionment' of the PUSH 100 MWe renewable energy target for Winchester as 9.55 MWe, which relates to just the part of the District within the geographic PUSH area.

LAA and the Sustainable Community Strategy

The Hampshire Local Area Agreement was agreed in June and Winchester City Council officially signed up to its targets in September. It includes a target of 10% reduction in the areas CO₂ emissions by 2011, and the development of plans to ensure the area is adapting to climate change.

One of the outcomes defined within the Sustainable Community Strategy is that “the District meets the challenge of climate change” and it includes the aims to:

- Reduce average carbon dioxide emissions per head for the Winchester District and
- Ensure the District is ‘climate change ready’ and maximise the opportunities and minimise the costs of climate change

Winchester's Climate Change Plan

‘Live for the Future: Tackling Climate Change’ was agreed in December 2007. It aims towards four outcomes:

- Greenhouse gas emissions reduction: Emissions of carbon dioxide, methane, and nitrogen oxides across the district are low
- Renewable energy generation: The District supplies its share of renewable energy
- Adaptation Planning: The District is “climate-change ready”, ensuring we can maximise the opportunities and minimise the costs of climate change
- Community Involvement: All sectors of the community understand the climate change issue and are taking action.

The framework also includes a target to reduce carbon dioxide emissions in the District by 30% from the 2004 baseline by 2015.

Renewable Energy Study

A Renewable Energy Study was commissioned by the Council in July to provide evidence and guidance for the development of the Core Strategy’s policy. Undertaken by consultants ESD, this study assesses the technical potential for renewable energy in the District, proposes renewable energy targets for the District and outlines a range of policy options and delivery mechanisms needed to turn the District’s potential renewable energy resource into reality.

This study has made clear that the full range of renewable technologies will need to be utilised – each being appropriate in certain circumstances. However, the major potential for contributions to renewable energy capacity in the District comes from biomass and large-scale wind turbines, with all other technologies being much less significant in terms of their capacity.

It also highlights the Council’s role in setting up the mechanisms to enable delivery of the policies in the Core Strategy, particularly those required for the creation of district heating/CHP networks.

A stakeholder workshop was held during the study (early September), to gather further information on the renewable energy technologies that might be

useful in the District, and how to enable their development. Large wind turbines, building integrated technologies and biomass were all thought to have a role in providing renewable energy for the District.

The stakeholders were divided over the timetable for the introduction of the higher Code for Sustainable Homes targets, with roughly half feeling that the national timetable was strict enough, and half feeling Winchester should have higher aspirations than the national targets.

The challenge for developers was recognised. Participants felt that strict sustainability requirements should now be accepted as a standard component of development costs, but the public sector would need to assist developers wherever possible in achieving these standards, and that a partnership approach should be adopted in delivering exemplar low carbon development. This support includes encouraging energy service companies, developing specialist infrastructure and enabling knowledge transfer between key stakeholders within the district.

The final report for this study is expected shortly and will then be included within the evidence base studies available on www.winchester.gov.uk.

Sustainability Appraisal

The Sustainability appraisal of the Issue and Options paper concluded that option 1 performs well against the SA objectives relating to infrastructure, health, climate change, waste and water. The policy proposes to adopt the Code for Sustainable Homes Level 6 by 2016 and that 10% of energy used in new development is produced on-site from renewable sources. These will help to meet the proposed target for carbon dioxide reduction within the District of 26% to 32% by 2020 and the objectives of the Winchester Climate Change Strategy. The production of 10% energy from on-site renewables along with energy and water efficient buildings will reduce pressure on existing infrastructures. The proposal for waste management, recycling and composting schemes will have a positive effect on infrastructure. The reduction in carbon dioxide emissions will have long-term positive effects on climate change, health and pollution. Sustainable Drainage Systems and measures contained within the Code for Sustainable Homes will help to reduce the risk of flooding, although the risk will be dependent on the location of the development.

Option 2 performs well against the majority of SA objectives, especially those relating to infrastructure, water, waste, climate change and sustainable construction. It sets targets for carbon reduction within the district of 35% to 40% by 2020 with tougher standards to ensure targets are met. The option will have positive impacts on infrastructure by producing 20% of energy in new developments with on-site renewable sources and through requiring high levels of the Code for Sustainable Homes/BREEAM, which will include water and energy efficiency measures. The reduction in carbon emissions will have long-term positive impacts on climate change, health and pollution. The use of micro-renewables and construction of biomass plants to meet this target could have a negative effect on heritage. There is potential for the option to

encourage sustainable design, which would ensure new developments are sensitively designed in regard to heritage. Requiring high standards for the Code for Sustainable Homes and BREEAM could have a short-term negative impact on housing by increasing house prices in the area, therefore reducing accessibility of housing to people with lower incomes.

There is potential for the Options to more explicitly address flooding, in particular long term adaptation measures, as this is a serious issue as highlighted by the Winchester City Council Strategic Flood Risk Assessment 2007.

Future Progress

It is clear that this policy area is undergoing rapid change, and this is likely to continue in the future. Over the next 5-10 years we can expect reducing costs of low carbon technologies, and possibly new technologies coming to the market.

The recent announcement on changing the national carbon emissions reduction target to 80% will necessitate changes in policy and the increased understanding of climate science continues to emphasise the urgency of action.

The Core Strategy Policies will need to provide for these changes and it is most likely that options which seem ambitious now will be considered cautious in the near future.

Issues Arising and Consideration of Reasonable Alternatives

The results of the consultation process, along with the developments in national and regional policy identified above, point to the need to consider the policy options in more detail than originally posed. The table below examines in more detail the possible advantages and disadvantages of the main alternatives for the climate change issues. This picks up on any reasonable alternatives suggested in response to the Issues and Options consultation, but also adds in other alternatives to ensure full consideration of the range of options available.

Targets

The Core Strategy should include targets on both CO₂ reduction and renewable energy generation, to show how we intend to meet national, regional and local requirements.

The City Council's District-wide emissions reduction target is a 30% reduction on the 2004 baseline by 2015. This is more ambitious than the trajectory required to meet the national 80% target, so it is proposed that the 30% target is reiterated in the Core Strategy. Further work is needed on an appropriate target for 2026, but it could be between a 40% and 60% reduction, in order to meet the national target of 80% by 2050.

The Renewable Energy Study proposes that targets of 23.4 MWe of electricity generating capacity and 7.6 MWth heat generating capacity by 2015 would be realistic, rising to 52.8 MWe electricity and 17.2 MWth heat in 2026. It is proposed that these targets are included in the Core Strategy. These targets would be consistent with the PUSH Sustainability Framework, which seeks 9.55 MWe within the PUSH part of the District by 2026

Issues and options	Advantages	Disadvantages
The Code for Sustainable Homes/Non-Domestic Buildings		
1. Follow the national timescale for Code level introduction	Requires no policy in the LDF as will be covered by Building Regulations.	If planned Building Regulations changes don't occur, may be unable to achieve target CO ₂ reductions. Will lead to additional buildings in the District requiring future retrofit measures at higher cost than integrating them now.
2. Require higher Code levels earlier than the national timescale	Will ensure reduction of future CO ₂ emissions in the District, in addition to meeting the range of sustainability objectives. Investment now will be less than the future cost of retrofitting measures.	Need to demonstrate this is appropriate/sound - efforts to set higher targets in the South West have been over-ruled by central government.
3. Require Code higher levels earlier for just the Energy/CO ₂ element of the Code.	Will ensure reduction of future CO ₂ emissions in the District. Local evidence to support this includes the high District CO ₂ emissions.	Argument of 'undue burden' may be raised by developers, and may need support mechanisms in place to help developers reach higher standards.
4. Require higher Code levels earlier for specific sites in District.	Will allow us to optimise each development, where technically feasible, to secure the maximum amount of CO ₂ emissions reduction. This approach is encouraged in the PPS 1 climate change supplement.	Requires work to determine the specific local circumstances in the specific named sites in order to pass the tests of soundness.
5. Hybrid of 3 and 4 above, i.e. Require higher levels earlier for the Energy/CO ₂ element of the Code and set higher levels for specific sites based on local circumstances	See above	See above

Issues and options	Advantages	Disadvantages
Enabling CHP/District Heating Systems		
<p>1. Do nothing – allow the market to decide</p>	<p>No further work or policies needed.</p>	<p>CHP/District heating is currently an excellent way of achieving the higher levels of the Code for Sustainable Homes. This option will pose particular problems for large scale developments: if the first phases of these developments are coming forward before the higher Code levels, their use of microgeneration measures will affect the viability of zero carbon infrastructure across the whole of the large scale development.</p> <p>The phasing of development poses difficulties as the infrastructure is needed at an early stage. In addition, district heating is unlikely to be viable on small sites on their own, without intervention.</p> <p>Conflicts with policy NRM12 in the South East Plan.</p>
<p>2. Put in place policies and systems to enable district heating</p>	<p>Will overcome the issues of viability due to timescales and phasing of large development sites, and linking of small sites and existing development to create viable heat networks, therefore enabling higher Code for Sustainable Homes levels to be met.</p> <p>Meets the requirements of policy NRM 12 in the South East Plan.</p>	<p>Requires further work to find the most effective way to set up the supporting systems.</p>
On-site renewables generation vs offsite contributions		
<p>1. 10% of energy demand supplied from renewables generation on-site</p>	<p>Meets PPS 1 requirements and Policy NRM 11 of the South East Plan.</p>	<p>On-site requirement may prevent use of more efficient sources of renewables e.g. off-site wind power</p>
<p>2. Higher % required</p>	<p>Will further reduce CO₂ emissions from new build.</p>	<p>May generate complaints of 'undue burden' from developers and/or lead to unsuitable technologies being relied on.</p>

Issues and options	Advantages	Disadvantages
3. Allow developer contributions to off-site renewable generation	<p>Provides a further option to enable developers to find the least cost way of meeting requirements.</p> <p>Overcomes the mismatch between much of the housing development occurring in the south of the District and sites suitable for wind turbines being situated to the north.</p>	<p>Alone, it will conflict with PPS 1 requirements and policy NRM11 of the South East Plan.</p> <p>Will require physical connection or contractual relationships (supporting mechanisms and knowledge requirement) between the development and the renewable source.</p>
4. Allow developer contributions to carbon reduction measures in existing stock e.g. retrofitting, insulation	<p>Provides a further option to enable developers to find the least cost way of meeting requirements.</p>	<p>Requires the establishment of a carbon offset fund by the Council, calculation of a cost per tonne of the offsets, and the means to ensure that the CO₂ savings are additional to what would have happened anyway.</p> <p>Would result in new buildings with relatively high CO₂ emissions, adding to the stock of buildings in the District requiring retrofit measures in the future.</p>
5. Combination of the above based on site size thresholds or site specific conditions	<p>Provides the opportunity to gain the most advantages and least disadvantages of the above.</p>	
Renewable Energy Technologies		
1. Encourage large scale and medium scale wind in the District	<p>An essential element of the renewables target.</p> <p>Economic benefit to landowners.</p> <p>Significant source of electricity and CO₂ emissions reduction.</p> <p>Easy to decommission in the future if technological advances reduce need for wind generation.</p>	<p>Possible public resistance, requiring raised awareness and understanding.</p>
2. Encourage biomass development (supply and demand) in the District	<p>Economic benefits from forestry management, potential biomass crop production and processing plant.</p> <p>Utilises a large local resource currently going to waste.</p>	<p>Will require viable and reliable networks to be established and work to find the most effective way to set up the supporting systems when using the biomass resource for large scale heat and CHP systems.</p>

Issues and options	Advantages	Disadvantages
3. Encourage small scale renewables, such as solar thermal, photovoltaics, ground source heat pumps and hydro turbines in the District.	<p>Will be appropriate in many areas of the District, including off-gas locations and for small sites.</p> <p>Many of these technologies are permitted development.</p>	<p>Individually, very small contributions to CO₂ reduction.</p> <p>Could divert funding from district heating/power networks in locations where these would be more appropriate.</p>
Waste Management		
Schemes developed in accordance with the Hampshire Minerals and Waste Core Planning Strategies Policies.	<p>Is achieved in partnership with Hampshire County Council and neighbouring Districts.</p> <p>Strategy is subject to its own rigorous approvals system.</p> <p>Issue is not within WCC/Core Strategy's control</p>	
Exceed the requirements of the Hampshire Minerals and Waste Core Planning Strategy.		May be difficult to reconcile our plans with those in the strategy. WCC is not the minerals/waste authority
Climate Change Adaptation		
Adopt national standards for water efficiency, sustainable drainage and flood protection.	No further work required.	May not adequately cover local circumstances, or the full range of adaptation issues.
Ensure that policies cover all relevant measures to ensure that buildings are adapted to the anticipated future changes in climate.	Will take into account local circumstances to ensure that all relevant adaptation measures are covered.	Further work required to determine relevant adaptation measures (being undertaken through the LAA process over the next three years).
Prescription over Energy Efficiency and renewables generation		
1. Allow developers to decide the optimum approach to meeting Code for Sustainable Homes standards.	This gives developers the flexibility to respond to the circumstances of the particular site and the market conditions of the various technologies.	This relies on developers having up to date knowledge of a rapidly changing market and may result in investment in less than optimal solutions.
2. Be more prescriptive about requirements for energy efficiency and/or the types of renewables technology that are most appropriate.	Will enable us to ensure energy efficiency measures take precedence over renewables installation to result in buildings that make CO ₂ savings over their lifetime rather than just the life of the renewables technologies. It also enables the optimum mix of renewables for the District to be achieved.	<p>Requires WCC to maintain a good working knowledge of a continually changing market.</p> <p>Support mechanisms likely to be needed to help developers meet these requirements.</p> <p>PPS1 supplement discourages overly-prescriptive policies.</p>

The development of planning policy will also require consideration of wider issues which relate to and support such policies. These include the following:

Community engagement / community ownership

Generating support for and acceptance of large scale renewable energy generation projects will be an important part of reaching CO₂ reduction targets.

The Council will need to decide how it can enable this, including how it might encourage community co-ownership of renewables or a strong and binding community benefits agreement.

Skills, knowledge and learning

With this relatively new policy area, most developers and architects still have little in-house knowledge of low carbon design, and planners also require new skills and information to support these new policies. However, low and zero carbon development already exists, both here and abroad, and much of it costs less than developers believe or can be financed in innovative ways. Training and other methods of knowledge transfer are needed to share this best practice. Proposals are being worked up and the Council will need to decide how best it can support such measures.

Energy Services Companies (ESCOs)

An ESCo may be the optimum way of creating the support mechanisms required to enable district heating and/or manage the process of developer contributions to off-site renewables. An ESCo can be set up in many ways, so work is needed to determine the best way to achieve our aims through such a vehicle. ESCos are under consideration at both PUSH and Hampshire levels and so consideration is needed on whether these will fulfil our aims and if so, how best we can support their creation.

Energy Master planning

Renewables have a much larger local footprint than conventional generation, so it may prove worthwhile to develop an energy master plan to consider where the infrastructure for renewables will go. This infrastructure includes biomass processing plants and storage facilities, Anaerobic Digesters, lorry routes, local fuel supply networks, in addition to the renewables themselves. This has been raised within the PUSH partnership and would be appropriate to undertake jointly with neighbouring Districts, possibly at a County level.

Recommended Response

It is recognised that significant CO₂ reductions are required to mitigate the onset of climate change, but that the economic drivers for this are not yet in place to respond to the challenge. Therefore, the Core Strategy's Climate Change Policy is of critical importance in bridging that current gap.

Given the complex nature of this issue, it is expected that further work will be needed over the next few months on the detail of a Core Strategy policy to ensure that it can make maximum impact and pass the 'tests of soundness'.

This work may include further seminars and training to explore particular issues.

It will also be necessary to ensure that the Core Strategy's policy aligns with other policy areas within the Core Strategy, including those on transport and economic development.

From the work undertaken so far, the recommended policy direction is as follows:

Code for Sustainable Homes/ Non-Domestic Buildings:

The higher Code levels should be sought earlier for the Energy/CO2 element of the Code, and for specific sites where this is achievable and justified, based on local circumstances.

Enabling CHP/District Heating Systems:

The Core Strategy policy should strongly encourage and enable district heating where it is feasible, and resist development which seeks to invest in other, less beneficial systems.

On-site renewables generation vs off-site contributions

The Core Strategy should include a policy that is flexible enough to secure the requirement for 10% of energy from renewables generation on-site where this is most appropriate in the local circumstances, while not ruling out developer contributions to off-site renewable generation. The decision would be based on site size thresholds or site specific conditions and should not allow a 'get out' for developers to avoid on-site provision.

Renewable Energy Technologies

The Core Strategy should encourage all major technologies for use in their most appropriate circumstances. It should give a clear lead as to circumstances where there is a clear preference for a certain technology or, alternatively, where the choice can be left to the developer.

Waste Management

The Core Strategy does not need to expand on policies in the Hampshire Minerals and Waste Core Planning Strategies Policies

Climate Change Adaptation

The Core Strategy should require all relevant measures to ensure that buildings are adapted to the anticipated future changes in climate.

Prescription over Energy Efficiency and renewables generation

The Core Strategy should be prescriptive about requirements for energy efficiency and/or the types of renewables technology that are most appropriate. This includes working to a hierarchy where energy efficiency measures are utilised before renewable energy technologies.

Recommended Action

To adopt a hybrid of the Options set out in the Issues and Options document so as to emphasise measures which are most appropriate to the District and which will contribute to creating an effective renewables/district heating infrastructure without undermining the viability of development.

This will result in strong encouragement for developments which contribute to district heating systems and the introduction of higher CO₂ reduction standards earlier than proposed by Government.

The Core Strategy would enable the development of all renewables technologies, subject to normal planning criteria, but give advice on the most suitable technologies for particular circumstances.

Annex 1 Key points arising from comments received to Question 15b “If you chose option 2, please say why you consider that more stringent climate change targets need to be set for the District.”

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>Winchester District should set an example and show other communities what can be achieved.</p> <p>The City Council must demonstrate decisive leadership on this most important matter, and guide residents and businesses to take action.</p> <p>We should all do our bit for the environment, and the more residents etc. are pushed the better the chance for reduction in climate change.</p>	<p>Agreed. We hope that the resulting policy will do this.</p>	<p>Include appropriate policy on the LDF Core Strategy.</p>
<p>We must take a long-term approach to protecting our environment and planet.</p> <p>Climate Change is the biggest threat to our way of life and we must take action for the sake of our grandchildren.</p> <p>If we do not aim high now then climate change will require more drastic measures in the future.</p>	<p>Agreed. The evidence suggests that action now on both reducing CO₂ emissions and planning for adapting to the consequences of climate change will be less disruptive and less costly than reacting to problems as they occur later.</p>	<p>No further action required.</p>
<p>The higher goals are needed if you are to meet the vision you propose.</p>	<p>This is an important link within the document.</p>	<p>No further action required.</p>
<p>The policy should be hybrid of the two options</p>	<p>This is the recommended solution.</p>	<p>See main report.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>This is the most important challenge facing the human race and we should take every opportunity to address climate change.</p> <p>In order to combat climate change it would seem that we should aim for the highest targets that are reasonably possible.</p>	<p>The challenge for this policy is in determining what is 'reasonably possible'.</p>	<p>No further action required.</p>
<p>In its Climate Change Framework document, Winchester City Council has set the target of achieving, by 2015, a 30% reduction in carbon emissions in the district from the 2004 baseline. The targets set out in Option 1 seem unlikely to be sufficient to deliver this target. Option 2 is the minimum that should be included in the LDF to give any realistic chance of achieving the 30% reduction.</p>	<p>This target is reiterated in the main report, and the Core Strategy policy needs to work towards its achievement.</p>	<p>No further action required.</p>
<p>World Wildlife Fund Study of 23 October 2007 says Winchester has the WORST (Highest) carbon footprint per person in the whole UK.</p> <p>We should change our image of being the most polluting town and any measure that will help reduce our carbon footprint is essential.</p>	<p>The WWF study identified Winchester town area as having the highest <i>Ecological Footprint</i> of 60 cities in Britain. Ecological footprint is a measure of the amount of land required to support our lifestyles and includes, but is not limited to, CO₂ emissions.</p> <p>2006 statistics show the District as having 8.5 tonnes of CO₂ per capita. This still needs improvement and a continuing reduction over time to combat climate change.</p>	<p>No further action required.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>Climate Change increases flood risk, which in turn affects homes and agricultural land.</p> <p>Policies to protect areas subject to flooding should be strengthened.</p>	<p>The Strategic Flood Risk Assessment provides further detail on this issue.</p> <p>The adaptation policies will include this issue.</p>	<p>Include an appropriate policy regarding flood risk in the Core Strategy.</p>
<p>Demand for water is rising as a result of increased per capita consumption and population and household growth and Climate change will put increasing pressure on our water resources. It is essential that no development be allowed that will add to this problem.</p>	<p>This is included within the Code for Sustainable Homes criteria.</p>	<p>No further action required.</p>
<p>There should be more emphasis on waste reduction by making a wider range of more environmentally sound waste management options more widely available and understood.</p>	<p>This issue is addressed by the Hampshire Minerals and Waste Core Planning Strategy and does not need to be repeated in the Core Strategy.</p>	<p>No further action required.</p>
<p>Better public transport to reduce car use is essential.</p> <p>Unless local transport links can be improved without adversely impacting on the rural nature of the area any thought of development here should be abandoned</p>	<p>We understand the importance of this issue, which is dealt with in other policies within the Core Strategy (see also Appendix E).</p>	<p>Include an appropriate policy on transport in the Core Strategy.</p>
<p>There is an urgent need to reduce our energy requirements</p>	<p>Agreed. We hope that the resulting policy will help to do this.</p>	<p>No further action required.</p>
<p>With an expanding population, the current levels of environmental damage from each person need to be significantly reduced to ensure the totals reduce rather than increase.</p>	<p>Agreed. We hope that the resulting policy will help to do this.</p>	<p>No further action required.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>All new development should fully exploit opportunities to generate renewable energy, and you need to positively consider all renewable generation schemes in particular wind and CHP.</p> <p>Generating electrical power can only be seen positively and planners should allow more wind generators.</p> <p>Renewable energy, such as solar could be incorporated in all new build homes.</p>	<p>Agreed that the range of renewable energy technologies should be encouraged.</p>	<p>See main report.</p>
<p>There is a need to ensure that any targets set are achievable. There is little point in setting targets that are not or are so expensive to achieve that they may mean that a development is not viable.</p> <p>The national targets are ambitious and have been the subject of very detailed and thorough assessment. These targets were phased for a reason, being to allow the industry sufficient time to adjust.</p> <p>Response to climate change will depend on the development of various technologies. This is a very complex subject and the response should be evidence based requiring the input of appropriate experts.</p>	<p>Agreed that the targets and policy need to achieve the intended aims without compromising viability.</p> <p>The need for a robust evidence base has prompted the commissioning of the renewable energy study and further expertise will be used where required. This includes the use of evidence developed for the County and for the PUSH area.</p>	<p>Ensure the developing policy is based on robust evidence and is sound.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>We need to protect habitats and biodiversity and protect the environment.</p> <p>We need to protect the lovely countryside in Hampshire and the numerous wildlife reserves and also to slow down the relentless development in the English countryside.</p>	<p>The climate change policy should help protect biodiversity from the worst impacts of potential future climate.</p>	<p>No further action required.</p>
<p>It is difficult to exceed national targets. The technologies to allow new development to meet the minimum requirements are still in their relative infancy and only when all new development can meet the Option 1 requirement should the policy be extended to 'raise the bar'.</p> <p>The policy needs to be flexible enough to react to new policy guidance or technologies, and to deal with the varying circumstances of different sites.</p> <p>There needs to be a phased approach over the lifetime of the LDF as options may be impossible to achieve in the opening years but wholly plausible in the second decade of the LDF</p>	<p>It is accepted that this area of work is fairly new and much learning will take place over the next few years, along with technological and market development.</p> <p>The Core Strategy policy needs, as far as possible, to cover the next 20 years. A phased approach may therefore be appropriate.</p>	<p>Consider phasing of requirements as the policy develops.</p>
<p>WCC must be mindful of the financial implications of the policy, ensuring that it does not adversely affect the viability and delivery of new development or impose unacceptable costs on residents.</p>	<p>Agreed and are working hard to ensure that the policy needs to achieve the intended aims without compromising viability.</p>	<p>Ensure the developing policy does not compromise viability.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>With current knowledge of the damage being caused by pollution, over-reliance on unsustainable energy supplies, we need to aim for the very highest standards. Winchester should align its emissions targets with scientific consensus rather than government targets.</p> <p>There is no reason why developers can not meet these targets. All new homes should be energy efficient and more sustainable.</p> <p>These issues should not be left to householders to solve. Housing developers are profit driven and will not adopt sustainable practices unless required to. Higher targets will encourage more effort. If all builds only aimed for the minimal requirement standards they will always be low and with a 'that'll do attitude'.</p> <p>Every planning authority should be giving priority to tackling climate change and half-hearted measures will not work. The national targets do not go far enough. Because we are starting from a very low level of achievement, more stringent targets will be more effective.</p>	<p>Agreed that there is a need to ensure sustainable and low carbon developments, but that this is a fairly new issue for developers.</p> <p>The policy and supporting measures need to bridge this gap.</p>	<p>See main report</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>Higher requirements are more affordable for Winchester District as compared to other districts.</p> <p>Winchester is large enough to have clout, small enough to be dynamic - and people groups - to provide the motivation for such measures.</p> <p>The feature that makes Winchester stand out from its neighbours as a good place to live is the character and quality of its built environment. The City Council should always adopt policies to enshrine that character and quality. Option 2 provides the basis for such policies far better than Option 1.</p>	<p>The unique characteristics of the Winchester District will be taken into account in developing this policy, and it is important that on balance this policy enhances that special character.</p>	<p>No further action required.</p>
<p>The scientific evidence is ambiguous regarding climate change. If more decisive evidence emerges, then we should be prepared to adopt option 2</p> <p>Climate change is a natural phenomenon that takes place every few thousand years. We must prepare.</p>	<p>The scientific evidence collected by the Intergovernmental Panel on Climate Change and others is unambiguous, and it is clear that action is needed now.</p> <p>The policy must include measures for CO₂ reduction and adaptation to the effects of climate change.</p>	<p>See main report.</p>
<p>Everything we do is a waste of time until someone stops China polluting the planet.</p> <p>Government must lead this target as it has access to finances and regulatory powers.</p> <p>Climate change should not be a planning matter</p>	<p>Leadership on this issue is important, at international, national and local levels.</p> <p>Both national government and local authorities have roles to play, and it is clear from national policy that it is an issue to be included as a planning matter.</p>	<p>No further action required.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>Winchester District will not be able to meet their targets on climate change with proposed over-development.</p> <p>All new development should be directed towards most sustainable locations</p>	<p>Housing figures are set by Government and the purpose of the Core Strategy is to determine the best way this development can take place and ensure the greatest benefits from it. This includes looking at the most sustainable locations for this development.</p>	<p>No further action required.</p>
<p>Must have consistent approach across the District - consider using PUSH targets District wide.</p> <p>It would be dangerous to have targets lower than PUSH.</p>	<p>Agreed that the policy approach should be consistent across the District.</p> <p>PUSH targets will be used where appropriate.</p>	<p>See main report.</p>

Annex 2 Key points arising from comments received to Question 15c
“Are there any other Climate Change targets that Winchester District should aim to meet?”

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>All houses should have green energy initiatives incorporated.</p> <p>Policies should encourage energy sourced from local land and woodland, with CHP and district heating infrastructure.</p> <p>The council should give grants for domestic renewables such as solar power and wind power.</p> <p>Winchester District could initiate studies on the potential for local power generation. One example could be micro-turbines in the Itchen. This might be funded by a not-for-profit company.</p> <p>Whilst an onsite renewable energy target is desirable, it maybe beneficial to allow localised offsetting; e.g. for development gains to be used to support larger renewable installations that will benefit the larger community.</p>	<p>Agreed that the range of renewable energy technologies should be encouraged, and that options for enabling CHP and district heating are worth pursuing.</p> <p>The issue of grants is outside the remit of the Local Development Framework</p> <p>Study work on hydro generation on old mill sites on the Itchen is currently being undertaken.</p> <p>The issue of contributions to offsite renewables generation is included within the ‘consideration of reasonable alternatives’ in this report.</p>	<p>See main report for further discussion of the range of renewable technologies, district heating and contributions to offsite renewables.</p> <p>Consider the issue of grants for renewables installation within the wider Climate Change Plan work.</p>
<p>Protect the rural landscape, trees and woodlands and plant trees where possible</p> <p>Preserve Greenfield sites and woodland which help absorb emissions, and where development leads to additional problems with run-off and surface water drainage.</p>	<p>The importance of this issue is understood and it will be dealt with in other policies within the Core Strategy</p>	<p>Ensure comments are fed into the work on this policy area.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>Much depends on "stepchange" policies for transport.</p> <p>Car use should be reduced by developing affordable convenient public transport, and increasing journeys by foot and cycle.</p> <p>In calculating the true carbon footprint of any proposed development, commuting patterns must be carefully studied.</p>	<p>The importance of this issue is understood and it will be dealt with in other policies within the Core Strategy</p>	<p>Ensure comments are fed into the work on this policy area.</p>
<p>Reference to the importance of sewage infrastructure. Implications of sewage treatment infrastructure will inform the selection of preferred options.</p>	<p>This will be dealt with in other policies within the Core Strategy</p>	<p>Ensure comments are fed into the work on this policy area.</p>
<p>Ensure that developers are required to meet high standards of construction especially on use of water</p> <p>Policy on surface and groundwater and their management and enhancement</p>	<p>This is included within the Code for Sustainable Homes criteria.</p> <p>The adaptation policies need to include the relevant elements of this issue.</p>	<p>Ensure that the adaptation policies include the issue of surface and groundwater management, as they develop.</p>
<p>Minimise Flood Risk and avoid building development on areas with a history of flooding.</p> <p>Ensure use of sustainable drainage systems</p>	<p>The Strategic Flood Risk Assessment provides further detail on this issue.</p> <p>The adaptation policies will include this issue.</p>	<p>Ensure that the adaptation policies include the issue as they develop.</p>
<p>The climate change policy should include design elements within it as these are inextricably linked with renewables, building materials, layout etc.</p>	<p>This is included within the Code for Sustainable Homes criteria.</p>	<p>No further action required.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>The implications of global warming and sea level rise should be planned for.</p> <p>You need to ensure that river and groundwater abstractions can cope with the predicted drier summers such that minimum river flows can be guaranteed if we have several years of drought.</p> <p>Targets should be set for each adaptation measure</p>	<p>The adaptation policies will include this issue.</p> <p>Further work is being undertaken on climate change adaptation, using a risk-based approach to determine the most appropriate action based on current understanding of future climate scenarios.</p>	<p>Ensure that the adaptation policies include the issue as they develop.</p>
<p>Need to include planning for biodiversity adaptation in climate change outcomes.</p>	<p>The adaptation policies will include this issue.</p>	<p>Ensure that the adaptation policies include the issue as they develop.</p>
<p>From 2012 all new development must have a substantial proportion of materials from sustainable sources.</p>	<p>This is included within the Code for Sustainable Homes criteria.</p>	<p>No further action required.</p>
<p>It should reduce night-time waste of energy use by restricting growth of the night economy and turning out street lighting after midnight.</p> <p>Lighting on public buildings should be reduced or turned off when they are closed, including park and ride car parks.</p>	<p>Lighting is not an issue to be addressed in the Core Strategy.</p> <p>The night-time economy is dealt with in other policies within the Core Strategy</p>	<p>Ensure comments are fed into the work on this policy area.</p>
<p>All new housing has to take energy efficiency into consideration.</p>	<p>Agreed. The Core Strategy policies need to be explicit about the role of energy efficiency</p>	<p>See main report</p>
<p>Recycle more household waste than the current plastic bottles, cardboard and paper.</p> <p>Increase capacity of local recycling facilities.</p>	<p>This is an important issue but not one that can be addressed in the Core Strategy.</p>	<p>No further action required.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>WCC should look at their building, as they are always too hot with no visible means of regulating temperature.</p> <p>All council employees should take public transport/ cycle/ walk to work and to all meetings</p>	<p>This is not an issue to be addressed in the Core Strategy.</p> <p>The council is working on reducing its own CO₂ emissions - further details can be found in the Climate Change Plan.</p>	<p>No further action required.</p>
<p>Allotment allocation to be increased to increase domestic food production.</p>	<p>New standards of open space provision are proposed for the Core Strategy, which include allotment provision (see Appendix F).</p>	<p>No further action required.</p>
<p>A strategy - to engage everyone, discussing sensible goals.</p>	<p>We published 'Live for the Future: Tackling Climate Change' in December 2007 for this purpose.</p>	<p>No further action required.</p>
<p>No. Many current policy ideas responding to climate change are poorly thought through and in fact risk creating a larger carbon footprint</p>	<p>We are working hard to ensure that the policy options are properly thought through and will achieve the intended aims.</p>	<p>Continue the work on developing a high-quality policy.</p>
<p>Minimise Carbon Footprints</p> <p>Reduction in greedy use of energy, water and land - unless we reverse the trend of wasteful consumption as if there were no tomorrow, there will be no tomorrow.</p>	<p>These are some of the reasons behind this area of policy work, and the resulting policies will contribute to this aim.</p>	<p>No further action required.</p>
<p>Massive housing development in itself exacerbates the climate change problem. Thus the best way to satisfy even the minimum target is to severely limit more development.</p>	<p>It is important that climate change policies are not 'anti-development'.</p> <p>Housing figures are set by Government and also help to meet local needs – part of the definition of sustainable development. The purpose of the Core Strategy is to determine the best way this development can take place and ensure the greatest benefits from it.</p>	<p>No further action required.</p>

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
Climate Change Bill requirements	Whilst this Bill is not explicit about the local dimension, we will ensure that our work aligns with it.	See main report.
<p>Much more emphasis needs to be put on retrofitting existing buildings. It has been estimated that 60% of the homes that will exist in 45 years time have already been built.</p> <p>Give grants to refurbish existing house stock for green heating, insulation etc.</p> <p>All new developments (residential and commercial) should make a contribution to a new climate change fund on a tariff basis. The climate change fund would be held by the city council to fund retrofitting of older homes.</p>	<p>Agree that it is important to reduce CO₂ emissions from existing buildings, but most of the work for this, including the issue of grants, is outside the remit of the Local Development Framework</p> <p>The issue of contributions to CO₂ reduction measures in existing stock is included within the 'consideration of reasonable alternatives' in this report.</p>	<p>Consider the issue of grants within the wider Climate Change Plan work.</p> <p>See main report for further discussion of contributions to CO₂ reduction measures in existing stock.</p>
Get new "eco" standards in SDAs and major new development.	These areas may well form some of the 'specific sites' referred to in the alternatives in the main report. Their role will be considered further during the development of these policies.	Consider the role of specific SDAs and Major developments as this policy develops.
<p>CO2 emissions should also have zero target.</p> <p>90% Reduction of CO2 emissions by 2050</p> <p>All new developments (residential and commercial) should be built to the equivalent of Code for Sustainable Homes Code Level 5 and to Code Level 6 (zero carbon) after 2012.</p>	<p>The overall targets within the Local Development Framework need to meet current requirements whilst having the flexibility to meet future, stricter requirements as they develop.</p> <p>Specific requirements on development need to balance the ambitions for low carbon with the viability for developers.</p>	See main report for discussion on both of these areas.

Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<p>Reductions in carbon emissions cannot, as you suggest, be achieved purely through new technologies. Local government needs to take a lead in convincing people to change their lifestyles so that they consume less.</p>	<p>Agreed that lifestyle change will play an important part in reducing CO₂ emissions and any suggestion otherwise was unintended. This is, however, outside the remit of the Local Development Framework, and is included within the Climate Change Plan work.</p>	<p>No further action required.</p>
<p>There is a need to provide Planners and Building Control staff adequate training to ensure that the requirements are met by developers. Whilst some developers will have a good understanding of sustainability issues, there are many that will not and will need guidance</p>	<p>It is important to ensure that supporting actions such as training are in place as these will underpin the success of the policies.</p>	<p>See main report.</p>

Winchester District Development Framework

Core Strategy – Issues and Options

Transport

Analysis of Consultation Responses

Transport

Summary of Issue and proposed options

Widening transport choice together with measures aimed at managing demand are necessary in order to change travel behaviour. The two options developed for discussion through the issues and options stage of the consultation (as set out below) therefore reflect a range of such measures. These were devised to reflect comments made as part of earlier consultations, and from evidence gathered and studies undertaken to inform the process. The degree to which various measures can be applied will depend upon available funding and a willingness and acceptance of the need to apply demand management measures.

Transport and connectivity are inextricably linked to issues around climate change and bring together many concerns regarding: accessibility to services/facilities, particularly in the District's rural areas; reducing air pollution; commuting patterns within and around the District and; the role and future development of public transport.

The options put forward for consideration through the Issues and Option stage are set out below.

Option 1 is to continue to apply current approaches but to try to make these more effective, with the aim of discouraging car use, mainly by making the alternatives more attractive. However, although current policies appear to have made an impact on travel behaviour in recent years a more radical option would be needed to have a more significant impact on travel behaviour.

Option 1 Transport: Maintain and improve current transport policies. This would include:-

- Providing bus lanes in urban areas, improving bus stops, frequency and seeking lower fares;
- Providing short-stay car parks in centres and long-stay car parks or park & ride on the edge of centres;
- Minimise car parking provision in new developments;
- To require larger commercial development to produce travel-plans;
- Provide wider footpaths, new cycle lanes and bus lanes particularly in the larger settlements.

Option 2 Transport: Change transport policies more radically. This option would include:-

- Infrastructure improvements funded by transport charges to secure better public transport services; more bus quality partnerships; rail and station improvements (possibly including new stations where viable);
- Extending preferential charging rates for low-emission vehicles in car parks and residential parking schemes;
- Only allow minimal parking in new developments and no parking provision for new developments in the most accessible areas; less long-stay parking

- in central car parks; more rigorous limits on parking provision in non-residential development;
- Taxing existing private car parks to encourage redevelopment for more beneficial uses;
 - Introducing congestion charging, carbon rationing and other measures in congested and polluted areas and at peak times; more traffic free areas; remodel more roads as 'shared space'.

Public and Stakeholder Feedback and Public Workshops (Jan 2008)

The feedback received as part of the consultation process was mixed with some favouring a more comprehensive approach to transport provision, with greater application of measures and more subsidies of bus services. The application of more stringent measures such as congestion charging and higher car parking charges are not universally popular. These can be effective but can also impact on the local economy of an area, particularly where there are alternatives nearby where such measures do not apply.

Rural transport provision remains problematic and some settlements in the District remain isolated in terms of public transport availability. The County Council does subsidise some socially necessary services but the funding is limited and has been reducing in recent years, this has been compounded by above inflation increases in the cost of running bus services.

Providing the necessary infrastructure both to deal with the generated car trips from new development and to try to encourage use of other modes of transport such as cycling and walking is seen by respondents as key to the process.

The location of new development is also seen as important in relation to access to transport facilities and interchanges, or the potential to enhance such facilities. Location is also important in relation to existing facilities and employment opportunities which could be accessed by sustainable transport modes.

Location of development is also significant in relation to the existing highway network as some parts of the network are already congested and additional car trips would worsen conditions and affect road safety.

Mitigation measures deployed as part of new developments are therefore seen as an integral part of the planning process. These must be built in from the start and potential to combine with other nearby developments explored particularly in relation to bus services which need a sustainable level of usage if they are to be commercially run in the future.

Listed below are some of the key points made at 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>):-

- Need integrated public transport systems – improved bus services in terms of frequency, coverage and cost and more park and ride services.
- Use disused rail corridors for cycle and pedestrian routes.
- Must be adequate car parking in new developments
- In more urban areas need traffic management, traffic calming, speed restrictions and bus lanes/priority
- In rural areas need more cycle routes, car parking near services and facilities and better bus services

Issues and Options Questionnaire - Results

Set out below are the results of the question relating to the two potential transport options put forward in the consultation.

16a. Which of the two options is the most appropriate for addressing transport issues for the District?

- | | | |
|----|-----------|---|
| | Option 1: | Maintain and improve current transport policies |
| OR | Option 2: | Change transport policies more radically |

Total responses = 619

A total of 619 responses were received to Question 16a, with 74% of respondents favouring Option 1 and 26% Option 2. The clear majority of responses were in favour of Option 1, which is essentially a continuation of the current transport policy approach. This may be a reflection of the dislike for fiscal measures to manage car travel demand included within Option 2 and not necessary a rejection of all the potential measures included within this Option.

Many detailed comments were received in response to these options: 100 comments requested that additional and new park and ride facilities should be provided with either low or free charges. In addition another 300 detailed comments were made. The key points are set out in the annex appended to this report. These have been grouped and summarised to reflect common issues. An officer response and a suggested action for each is included.

Specific comments on transport were received from several of the statutory consultees including SEERA, the Highways Agency, Natural England, Network Rail, and Hampshire County Council who *“support efforts to alleviate road congestion through the creation of more park and ride with improvements to public transport and comprehensive network of green infrastructure”*.

Natural England comment that they support any measures that promote sustainable travel and reduce the need to travel.

SEERA welcomes the approach of the Issues and Option paper, which they felt accords closely with the South East Plan, in particular the approach to Winchester Town. For the Southern part of the District there is a need to focus development in areas of good public transport as a key consideration in determining the locations for growth. Managing the transport network and reducing the need to travel are important elements and need to be delivered through the LDF. Transport infrastructure requirements need to be identified along with an indication of how they will be delivered.

Network Rail comments that there are no new stations planned in the District and none are likely to emerge because of the deleterious effect on capacity and journey times (caused by additional stopping/starting at new stations). Winchester station is likely to remain attractive to London commuters and it is difficult to see how the strategy will change this. Micheldever, Botley and Shawford stations are served by one train per hour (with minor enhancements at peak hours) and, with the exception of Botley, there is little prospect of higher frequencies. This will limit their attractiveness for commuting purposes. Micheldever is seen as a strategic freight facility and alternative uses would be opposed.

Network Rail supports the principle of pooling developer contributions to fund station improvements and considers that transport assessments need to consider how station capacity could be improved (upgraded level crossings, footbridges, ticket halls, etc). Parking at stations should not be restricted by planning policies as this may discourage rail use - station car park users typically do not exacerbate peak traffic levels. Network Rail should be exempt from normal developer contribution requirements as any funding they make from development is re-invested in the rail network.

The Highways Agency commented that there is already peak period congestion on the M27 and certain development sites may also have an impact on the A3(M) and parts of the M3. Additional traffic could have serious effects on some links and junctions without mitigation measures being put in place. For Winchester Town support is expressed for creating a better balance between employment and housing to reduce high levels of in commuting.

Potential sites in Winchester such as Barton Farm, Pitt Manor and Worthy Road are mentioned as having some potential impacts on the highway network for which supporting evidence would be required by the Highways Agency. Justification for potential employment and retail sites would also be required. Park and ride would need to be promoted with evidence that additional trips would not be generated and showing how the city centre parking stock would be reduced. Exacerbation of air quality problems due to additional traffic associated with development sites should be avoided.

Effort is required to avoid potential sites as Wickham and Whiteley contributing to more traffic at M27 junction 9. Similarly, development adding

to pressures at M3, M27 and A3(M) junctions would be required to include mitigation measures.

The Agency expresses support for effective alternatives to car use and the implementation of travel plans. On a wider level, the Local Transport Plan's strategy of Reduce-Manage-Invest is supported, particularly the emphasis on new infrastructure provision as a last resort to mitigate the transport impacts of development sites.

The County Council is generally supportive of the more radical transport scenarios set out in the Issues and Options report. Some additional development sites were suggested and the County Council strongly supports further development at Whiteley with improved accessibility 'achieved in the main through the continuation of Whiteley Way'.

More radical transport improvements for Winchester town are strongly supported by the County Council, including public transport improvements, new and enhanced park and ride and a more comprehensive network of 'green infrastructure'. In addition it is proposed that the current minimum parking standards for new developments in the most accessible locations should be removed in favour of green travel plans with an emphasis on sustainable modes.

The responses by these key stakeholders are noted and will be taken account in the development of spatial and transport strategies. It is considered that the general thrust of the comments accords with the approach being used to develop the LDF in particular; consideration of available public transport or the potential to develop it; identifying and securing the necessary infrastructure to support new development; the importance of not adding to existing congestion points by deploying mitigation measures as part of the strategy; the development of the Winchester Town Access Plan and the undertaking of transport assessments and study work to help identify issues, ways to reduce and mitigate any issues and identifying the most accessible potential development sites.

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

Issues Arising and Consideration of Reasonable Alternatives

The transport options included in the Issues and Options paper both consisted of a number of components relating to public transport, parking, cycling and walking, etc. Although most of the respondents favoured Option 1, the supplementary comments made by respondents tended to comment on the components of the Options, rather than suggesting a complete alternative. In fact any alternative is likely to be based on a different level of emphasis for the various components. The Annex to this report groups the comment summaries into various topics and these relate to the components of the Options in the Issues and Options paper.

Although no complete alternative strategy arose from the consultation exercise, the Annex to this report illustrates the nature of the comments made on the various components of the Options. Very often there were opposing views expressed, but some of the main issues raised were:

Key Points	Advantages	Disadvantages
Limit development to what the transport network can accommodate.	Helps avoid transport problems being exacerbated. Reflects need for Transport assessment of development options/proposals.	New development only adds a small proportion to existing traffic levels and can be used to improve transport or other infrastructure. There are requirements and local needs for development which cannot be ignored.
Improve public transport provision / Park and Ride	Necessary to provide an alternative to the car and for people who do not have access to a car. Can help to reduce traffic impact/ congestion. Consistent with Local Transport Plan objectives and being considered in Winchester Town Access Plan.	Not the mode of choice for many people and needs to be cheap, clean and frequent to be an attractive alternative to the car. Not a realistic alternative in rural areas, at least without large subsidies.
Limit parking provision in new developments.	Having dedicated parking provision at the destination will encourage car use, especially for non-residential uses. Less land-take and better urban design.	May displace parking problems, especially in residential areas. Car ownership remains high so residents expect to be able to park/store their vehicles.
Reduce traffic/congestion by careful siting of development, promotion of public transport, charging systems.	Reduces environmental impact, economic benefits, helps tackle carbon emissions, improves quality of life.	Various measures may not command public support. Overall trend remains towards greater car ownership and use.
Improve provision for cycling and walking	Can reduce need for motorised travel. Health and environmental benefits. Cheap form of transport.	Only suitable for more local trips.

There is a clear desire from most respondents for a reduction in congestion and traffic levels. How this should be achieved and the degree of 'carrot and stick' to be applied is far from agreed though. However, other policies and studies provide a further indication of the way forward.

Other Considerations

Government Advice

Planning Policy Guidance Note 13 (PPG13) sets out the Government's desired approach to development and transport planning. This advocates accessible sites near to existing facilities to minimise the need to travel. It also advocates the provision of facilities for pedestrians and cyclists and public transport users.

South East Plan

The South East Plan sets out a framework for transport in the Regional Transport Strategy, alongside other aspects of spatial planning for the region. This emphasises the role of 'manage and invest' including rebalancing in favour of non-car modes and supporting a sustainable pattern of development. The strategy also includes policies to promote better use of transport networks, improve accessibility, and consider charging for road use, restraining parking provision for new sites and promoting travel planning.

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

Transport impacts on all of the above outcomes in a variety of ways and is therefore a very important consideration.

Other Studies/ Plans

The Hampshire Local Transport Plan sets out the transport requirements for the County and specific areas. It adopts the Reduce – Manage – Invest approach to transport. Accessibility is a key component of the Plan which includes a commitment to develop Access Plans for the County's main urban areas. The Winchester Town Access Plan is one of the first of these Plans to be developed.

This Plan has been subject to a consultation to identify the main issues which it should seek to address. The Plan aims to improve access and reduce pollution through a combination of measures affecting the provision of local facilities, parking management including park and ride, reducing congestion, promoting walking, cycling and passenger transport and travel planning. The

Plan also provides a framework to help solve existing and future transport issues, which new development could help to address.

Transport for South Hampshire acts as a delivery agency of the PUSH authorities. A statement 'Towards Delivery' has recently been published by Transport for South Hampshire, setting out the priorities for transport investment in the context of national, regional and local policy and issues raised by the Stern and Eddington Reports. This is a very important document in terms of setting out the sub-regional strategic transport strategy for South Hampshire. Three studies have been commissioned as part of this work in relation to access to the sub region. These covered Portsmouth and South East Hampshire; Southampton and South West Hampshire and the Winchester to Southampton corridor. All three are relevant to the Winchester District LDF.

A Transport Assessment Study was produced by consultants WSP, working on behalf of the City Council, to inform the Issues and Options paper. A more detailed assessment of the strategic options included in the Issue and Options document has also been commissioned by the City Council to inform the development of the Preferred Options. This assessment takes account of comments made on the Issue and Options consultation, policies contained in National, Regional, Sub-regional and local policy documents and other relevant studies.

The assessment of the strategic options is underway and its initial conclusions are broadly that development should be located near to existing facilities and in areas which are accessible by public transport or have the potential to enhance commercially viable public transport; mitigation measures will be crucial and must be applied vigorously; and that larger scale developments offer better potential to adequately address transport issues.

Sustainability Appraisal

The following summarises the Sustainability Appraisal consultant's assessment for transport options :-

Option 1 performs well against the majority of SA objectives, especially against transport, climate change and health. The policy will deliver improvements to bus services, park and ride schemes, footpaths and cycle links, which will contribute to a reduction of car use in the district and increased access for rural communities. A reduction in car use will lead to improvements in air quality and a reduction of noise pollution, which will have long-term positive impacts on climate change, landscape and health in the District. Other positive measures contained within the policy in a bid to reduce private vehicle use, is for car parking to be minimised in new developments and for commercial development of 1000sq m floorspace to produce travel plans to encourage public transport use. There is potential for the policy to include rail and station improvements as well as bus service improvements as this would increase the policy's effect on reducing poor access for rural communities.

Option 2 again performs well against the majority of SA objectives, positively progressing objectives relating to transport, climate change and health. It presents a more radical set of measures that include a large reduction in parking capacity and the introduction of vehicle charges in urban areas at peak times. The income generated from parking and vehicle charges can then be used to fund sustainable transport measures within and around the key and local hubs. The option will have long-term positive impacts on reducing air and noise pollution within the district. Improving public transport, increasing parking restrictions and introducing charges for higher-emission vehicles will help to reduce the use of the private vehicle and therefore reduce the emissions and noise generated by them. An adequate level of affordable parking will need to be maintained within settlements to avoid the exclusion of the elderly or disabled who might need the continued use of the private vehicle for access to these areas. Improvements to the transport infrastructure would need to be appropriately phased in with car/parking restrictions to ensure that the issues surrounding access are not exacerbated.

Due to the high level of car use and issues surrounding access in Winchester a combination of the core measures in option 1 with the more progressive elements in option 2 would provide the most effective long term benefits.

Recommended Response

It is clear that in order to meet set policy objectives and to reflect comments received on the Issues and Options consultation a 'tool kit' of measures will be needed in formulating the Core Strategy's transport strategy. This will include a range of measures drawn from both Option 1 and Option 2 and used as appropriate depending upon the scale, nature and location of the development being considered.

The Core Strategy is a broad strategic document which is intended to set the general policy direction for many years ahead. It should not therefore set out a detailed list of policy measures to be applied, especially as these may become out of date once implemented or if policies change. The transport assessment work currently being undertaken will help to inform the development options for the various settlements and will be reflected in future reports on these matters.

It is therefore recommended that the Core Strategy's transport policy be developed so as to establish the broad approach being promoted, with specific measures to be identified outside the Core Strategy, through the Local Transport Plan or delivery plans for specific sites. In view of the comments from the public and statutory consultees, the guidance from Government and regional polices, and the results of the Sustainability Appraisal, the overall strategy should be a development of current policies, rather than a radical change of approach. Nevertheless, this should continue to promote non-car mode and there will be circumstances where more radical approaches are justified, especially in Winchester Town and where

substantial new development has to be accommodated, which the policy will also need to facilitate.

The approach will be based upon a toolkit of potential measures drawing upon measures included in both Option 1 and Option 2 and used as appropriate depending upon the scale, nature and location of the development being considered. The inclusion of detailed measures would be too detailed for the Core Strategy to include and these will be worked up through the Winchester Access Plan and other more detailed work. The Core Strategy simply needs to provide the framework within which this can happen.

Recommended Action

Develop the broad transport policy approach in the Core Strategy, with detail being provided through the Local Transport Plan or delivery plans for specific sites. The overall strategy should continue to be a development of current policies, rather than a radical change of approach. This would involve promoting an integrated transport system, encouraging use of non-car modes and development of attractive and reliable public transport, discouraging use of the car where there are realistic alternatives, and locating development where it will facilitate these aims and minimise travel demands. The policy should facilitate more radical approaches where they are justified because of particular constraints, such as in Winchester Town, and where necessary to allow substantial new development to be accommodated.

Annex 1 Key points arising from comments received to Question 16b

Key Points (common issues have been grouped)	WCC Officer Response	Suggested Action
Park and ride – long stay secure park and ride with low or free charges	The level of subsidy for such schemes is dependent upon available funding and the level of usage.	Consider as part of transport strategy.
Need a new park and ride facility to the north of Winchester	This is a Local Transport Plan objective.	Being considered as part of Winchester Town Access Plan.
Must provide for adequate parking provision in all developments recognising that car ownership is high and in many areas the car is the only means of transport	Revised parking standards are currently being considered and take account of car ownership levels.	Consider as part of residential car parking standards review.
Accommodate the car to avoid parking on footways and creating obstructions	As above.	As above.
Make all car parks pay and display and on street parking use funds to build an underground system	We have a range of charging and pricing mechanisms to match different situations/ requirements. An underground system would be beyond the scope of current funding opportunities (and probably impossible due to water table levels and archaeology).	None.
Actively promote public transport – provide cheap/free school buses to reduce impact of school run – provide effective public transport to key destinations to minimise car use	Hampshire County Council are responsible for School Transport. This type of approach can be effective but can also be expensive. Public transport solutions are being considered in relation to all potential development sites and the potential to secure such improvements is a factor in site suitability.	Consider as part of site assessments.
Reduce cost of public transport – its often	Bus services are mostly commercially run. The	Consider Bus quality partnership opportunities as part of development

<p>cheaper to drive and park that to use the bus</p> <p>Public transport is over-priced, inefficient and unreliable – without addressing these fundamental issues it will never be an alternative to the car</p>	<p>introduction of Bus Quality partnerships can help to increase patronage and allow operators to reduce charges accordingly.</p> <p>Public transport services can be significantly improved through quality partnerships with operators and development of Bus Rapid Transport Corridors.</p>	<p>proposals and their potential to achieve them.</p> <p>Explore potential for Bus Rapid Transport and Quality Partnerships.</p>
<p>Reduce impact of commercial vehicles/HGV's on small towns and rural villages and roads</p> <p>Many small rural roads are not suitable for buses</p>	<p>This can be done to a certain extent through traffic regulation but access is required to farms and rural businesses.</p> <p>Buses would not be routed along unsuitable routes</p>	<p>Consider impact on rural areas and need for management measures within constraints of allowing access.</p>
<p>Regenerate rail services – open up former stations or create new ones</p> <p>Encourage new development around rail stations</p> <p>Re-open the Eastleigh Chord to provide access to Southampton</p> <p>Re-open Knowle Halt</p>	<p>This can be considered in relation to larger scale developments. New rail facilities will be considered if operationally and commercially viable, although Network Rail does not consider new stations likely.</p> <p>Agreed, subject to the location being suitable in other respects.</p> <p>This would have a significant benefit, although it would have to be created, not 'reopened'.</p> <p>This has been investigated and found not to be feasible.</p>	<p>Consider as appropriate.</p> <p>Consider as appropriate.</p> <p>Part of Transport for South Hampshire transport strategy.</p> <p>None</p>
<p>Commuting will continue and this needs to be addressed through the provision of more housing so that people can live and work locally</p>	<p>Agreed.</p>	<p>Consider as part of location strategy for new development.</p>
<p>All major employers should run their own bus services</p>	<p>Noted and may be appropriate for larger</p>	<p>Consider as appropriate.</p>

and reduce staff car parking	businesses and business parks.	
Ensure that the housing development is near to jobs to reduce journeys	Agreed, this will be a consideration in allocating sites for housing and employment.	Consider as appropriate
Technology will keep the car as one of the best modes of transport and in rural areas it is the only option	Noted.	None
Need good traffic management not a total anti-car approach	Agreed.	Reflect in transport strategy.
Some of the actions in Option 2 are too aggressive for immediate adoption – action must be sensitive to avoid damaging the economic viability of businesses	Noted.	Consider as appropriate
Limit new development to what the existing transport infrastructure can sustain	This is taken into account in Transport Assessments but development targets are set by Government and there are local needs which should be met as well.	Seek transport infrastructure improvements through development funding.
Need joined up thinking between all transport providers	Agreed.	Consider as part of transport strategy and Transport for South Hampshire work.
Remove traffic calming as these cause hazards to cyclists	Traffic calming should be designed to slow traffic and improve conditions for cyclists and pedestrians.	Consider in the detailed design of schemes.
Need dedicated cycle routes and lanes both in and outside built up areas, and the countryside to encourage more cycling	Agreed	Consider as part of transport strategy
Use the old mainline route around Winchester to/from Alresford to help reduce vehicular traffic in and out of Winchester	Noted.	Consider as part of Winchester Town Access Plan.
More measures to encourage walking and cycling	Agreed.	Consider as part of development and transport strategies.
Close some roads to traffic and allow only for walkers	Noted.	Consider as part of development and

and cyclists		transport strategies
Provide more 'bikeabout' schemes	Noted.	Consider as part of development and transport strategies
In rural areas create more pavements and cycle routes to allow residents to undertake short journeys without using the car and reduce rural speed limits	Noted, although needs to be sensitive to rural character.	Consider as part of development and transport strategies
Need flexible parking standards to reflect the location and availability of alternatives	Agreed.	Consider as part of residential car parking standards review.
Use parking standards in PPG 13	For housing, these have been superseded by PPS3.	Consider as part of residential car parking standards review.
Carrot and stick approach will require improvement in and availability of alternatives modes, overly focusing on car restraint measures will have a limited effect and could hinder economic growth over the plan period.	Agreed that a mix of incentives will be needed together with a widening of transport choice before restrictive measures are considered.	Consider as part of development and transport strategies
Both options are an attack on motoring	Noted	
Traffic congestion and parking problems in Winchester run the risk of driving businesses out of the centre	The Winchester Town Access Plan is seeking to address such concerns. The proposed South of Winchester Park and ride scheme will help to alleviate some of the current parking and congestion issues.	Consider as part of development and transport strategies
Ban cars from Winchester city centre and make 20mph zone for all to use	The park and ride strategy and potential measures in the Winchester Town Access Plan such as exploring to Shared Space approach and a review of the traffic management system will be key to the future development strategy.	Consider as part of development and transport strategies
Need to mix elements of option 1 and 2 for example	Agreed.	Consider as part of development and

<p>apply parking charges to out of town shopping development which could contribute to public transport</p> <p>Mix and match option 1 and 2</p> <p>Option 2 provisions cannot work until alternatives are provided – be aspirational and also realistic as to what can be achieved</p>	<p>Agreed.</p> <p>Agreed.</p>	<p>transport strategies</p>
<p>Impose carbon emission charges and congestion charges at peak times</p> <p>If carbon emission targets are to be met must have public transport across the district not just in the more populated areas</p> <p>Reducing carbon footprint needs to be given higher priority</p>	<p>This type of measure falls into Option 2 as suggested through the Issues and Options consultation and, although possible, is not popular.</p> <p>This would require greater level of subsidies some of which could come from new development contributions but these would only be to pump prime new services. In the longer term they would need to become commercially viable.</p> <p>Transport can play an important role in reducing carbon emissions and is an important consideration.</p>	<p>Consider as part of development and transport strategies</p>
<p>Winchester would benefit from a tram service</p>	<p>Tram services are very expensive and require adequate space. Winchester's streets are constrained which would make such provision difficult. Raising sufficient funding would be the major issue with such a scheme. Government currently favours bus-based schemes.</p>	<p>None.</p>
<p>Encourage car sharing and create a car pool</p>	<p>Agreed this should be part of mitigation measures deployed, including use of car clubs.</p>	<p>Consider as part of development and transport strategies</p>

Transport is central to the development plan and imaginative schemes should be encouraged to attract people to leave their cars at home	Agreed.	Consider as part of development and transport strategies
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Winchester District Development Framework

Core Strategy – Issues and Options

October 2008

Open space, recreation and 'green infrastructure'

Analysis of Consultation Responses

Open Space, Sport and Recreation

Summary of the Issue and Proposed Options

The quality of the built environment in the District is determined by the relationship of buildings and spaces, and the type and amount of open space provided influences the quality of life enjoyed by the District's residents. It has long been accepted that open space should be provided in association with development, and that the most important open spaces should be protected from built development, and this has been a feature of previous local plans. Now, with increased housing densities and further housing growth proposed in the District, it is important that the right balance is achieved between built development and open space, and that the type of open space provided meets the needs of both residents and visitors.

Recent local plans in the District have placed their emphasis on the retention and improvement of children's play areas and sports grounds, with the addition of a small element of informal open space or parkland. An open space standard was used to assess where improvements in provision needed to be made, and to require developers to provide reasonable amounts of open space in association with housing development. This standard was based on the recommendations of the National Playing Fields Association for minimum amounts of land required to accommodate children's play areas and sports grounds. There has, however, been a growing concern that the national recommendations do not always reflect what is needed locally, and there now needs to be more emphasis on providing different types of open space. In response to this, the Government now recommends, in PPG 17, that a local assessment of open space and recreation facilities is carried out, and that this information is used to set a local standard.

An Open Space Sports and Recreation Study was completed for the District in April 2008. This examined the adequacy of all existing open space and recreation facilities, and recommended new standards of provision for both open space and built facilities. The recommended standard for built recreation facilities would be a new standard, as it did not exist in previous local plans. The recommended standard for open space provision would increase the amount of open space required but it would widen the types of open space included. It is therefore appropriate to explore whether the standard of open space provision in the adopted Local Plan should be retained, or whether the standards recommended in the Open Space, Sports and Recreation Study should be applied to reflect more appropriately the needs of the District.

The Issues and Options Paper suggested two Options:

1. Continue the existing approach in the adopted Local Plan. This includes keeping standards for open space provision and the policies on countryside, biodiversity and open space protection as set out in the adopted Local Plan.

2. Extend the existing standards for open space provision to include parks, allotments, indoor facilities and greenspaces as recommended by the Open Space Study. This would include introducing a new standard for 'green infrastructure'.

Public and Stakeholder Feedback

Public Workshops (January 2008)

A number of comments were made on open space and leisure provision in each of the public workshops and the following comments were made consistently in most of the venues:

- A desire to retain and improve / expand the existing facilities to meet the needs of a growing population
- There is a need for improved access to some local facilities – open space within development areas should be readily accessible from the housing
- There is a lack of facilities for young people, insufficient allotments and a lack of some indoor provision, particularly swimming pools
- There is a need to retain green areas on the edge of settlements and improve access to the countryside

A current lack of local facilities generally, for both open space and indoor provision, was particularly commented upon in Denmead and Wickham. In Winchester the importance of protecting its setting was particularly highlighted.

Issues and Options Questionnaires

Question 23 of the Issues and Options paper presented the following options:

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|---|
| 23a. Of the two options above, which is the most appropriate for providing open space and recreation within the District? |
| 23b. Of the two options above, which is the most appropriate for providing green infrastructure within the District? |
| 23c. Are there any suitable alternative approaches for open space, recreation and green infrastructure that could support a high quality environment in the District? |

A total of 677 responses were received to Question 23a, on open space and recreation, with 25% of respondents favouring Option 1 and 75% Option 2. There were 576 responses received to Question 23b on green infrastructure, with 15% of respondents favouring Option 1 and 85% Option 2.

Issues Arising and Consideration of Suggested Alternatives

Most of the responses to Question 23c, which asked whether any alternative approaches should be considered, were in fact comments in detail on an extended approach to provision. However, a few alternative options were put forward in response to the Issues and Options report, and the table below examines the possible advantages and disadvantages of these suggestions, compared to the two main options being considered.

Options	Advantages	Disadvantages
<p>Issues and options proposed</p> <p>Retain existing approach in adopted Local Plan, keeping open space standard and policies on countryside, biodiversity and open space protection; or</p> <p>Extend existing open space standard to include parks, natural greenspace, allotments and indoor facilities, as recommended by the Open Space Study.</p>	<p>Familiarity with the current approach of open space provision and protection, which is related to the current system of open space funding in the District. Countryside policies exist to protect the countryside from harm.</p> <p>The new standard suggested in the PPG 17 Study is based on a detailed audit and reflects what would most appropriately meet the District's needs for different types of open space.</p>	<p>The open space categories provided are restrictive and indoor provision is only addressed where it is ancillary to open space. Countryside policies seek to prevent harm but do not provide a mechanism for positive access improvements.</p> <p>Would require modifications to the existing approach to open space funding.</p>
<p>Other alternatives</p> <p>Allow communities to designate a certain proportion of open space.</p>	<p>Would provide community empowerment, and could feed information into parish plans.</p>	<p>Any proportion would need to be justified and it is unlikely that communities would have the necessary knowledge of different levels of need, some of which serve areas wider than single communities.</p>
<p>Local, district and sub-regional strategies should be prepared as a basis for funding improvements at any level.</p>	<p>An effective strategy would need to consider provision needed at all these different hierarchical levels.</p>	<p>An appropriate standard would need to be set in the first instance to develop a soundly based strategy of provision, which could</p>

		identify priorities for improvements at the different hierarchical levels. Any strategies would therefore need to be the subject of a separate DPD or SPD.
Any policy review should be carried out in the context of the possible introduction of a Community Infrastructure Levy, so that the impact can be assessed against other developer contributions.	It is important to progress a revised policy approach at this stage, as it will allow open space and recreation needs to be fully considered against wider infrastructure needs, whether or not the Council opts to introduce CIL. This is consistent with Government advice on infrastructure planning. The Council would then be in a better position to consider whether CIL would be appropriate at the earliest opportunity.	There will be a continued reliance on a system of planning obligations in the meantime, but this situation is unavoidable, until authorities are empowered to introduce CIL, and charging schedules are established.

Annex 1 to this report groups those summaries that made relevant comments on detailed issues arising from Questions 23a and 23b, together with an officer response and any recommended changes. The full summaries are available separately, due to their size, and may be viewed on the Council's web-site www.winchester.gov.uk.

Other considerations

Government advice

PPG 17 on *Open Space, Sport and Recreation*, published in July 2002, sets out the policies that need to be taken into account by local authorities in the preparation of development plans (or their successors). To ensure effective planning, the PPG requires all local authorities to undertake robust audits and assessments of existing and future needs for open space and built sports and recreation facilities. The PPG includes a definition of open space and sets out the types of open space and built facilities to be covered in an assessment.

A companion guide – “Assessing Needs and Opportunities” - has also been published, giving more detailed advice on how these assessments should be

undertaken. This information is then to be used to set locally derived standards for provision, which are to be included in development plan documents. The advice is that they should include three elements:

- Quantitative elements (amount of provision);
- A qualitative component (against which to measure the need for enhancement of facilities); and
- Accessibility (including distance thresholds and consideration of cost of using a facility).

Local authorities are to ensure that provision is made for local sports and recreation facilities, through new or improved provision, in association with new developments. This should be achieved through planning obligations, justified through a local assessment and an appropriate local standard.

In planning new open spaces, opportunities are to be taken to improve the existing open space network both within developed areas and within areas of accessible countryside. Sites in the countryside need to have sensitivity to their rural location, particularly in designated areas, and recreational rights of way are to be protected and enhanced. Sites attracting large numbers of people should generally be in town centre locations with good access to public transport.

South East Plan

The South East Plan contains policies relevant to all types of infrastructure, including open space and recreation facilities, and Policy CC7 sets out the requirements for their provision. Where new or improved infrastructure is needed, Local Development Documents need to identify the additional provision required to serve the development and how it would be provided to relate to the timing of development. Contributions will be required to help deliver the necessary infrastructure, and local authorities are required to include policies in LDDs and prepare clear guidance on the role of developer contributions towards infrastructure. The policy refers to the need for a more pro-active approach to funding, involving a joint approach by regional bodies, local authorities, infrastructure providers and developers. Further consideration of the pooling of contributions and development tariffs will be needed, with mechanisms to enable forward funding of strategic infrastructure, including possibly a Regional Infrastructure Fund. To ensure the timely delivery of supporting infrastructure, an Implementation Plan will be prepared, monitored and reviewed by the Regional Planning Body, and this will identify the strategic infrastructure schemes needed to deliver the Plan.

Policy S6 encourages increased investment in community infrastructure (eg village halls, community centres, and leisure centres) and Policy S7 refers more specifically to cultural and sporting activity. Local authorities are to encourage increased and sustainable participation in sports and cultural activities through LDDs and other measures. Sports provision is to be based on up-to-date audit information, and LDDs are to include policies relevant to local needs.

Policy C5 requires LDDs to identify issues that require action to deliver a sustainable multi-functional urban fringe. Authorities are to target positive management on areas where urban extensions are planned, to allow early consideration of matters such as landscape and biodiversity enhancement, recreation provision and access routes. Policy C6 requires local authorities, through Rights of Way Improvement Plans and other measures, to encourage access to the countryside, particularly on the rights of way network.

Relevant Sub Regional Studies

A document "Towards a Green Infrastructure Strategy" has been prepared for the PUSH area, and is therefore relevant to the southern part of the District. It has been prepared in response to the major growth planned within that part of the County, and PUSH has identified 'green infrastructure' as a critical infrastructure component, necessary to support major development.

The document sets out the advice that would form the basis of a strategy for maximising the potential of local green space, to help absorb pressure from new development, and reduce the impact on environmentally sensitive landscapes surrounding and within South Hampshire. PUSH aims to work with local communities, developers and others to implement the recommendations, and partner authorities are expected to take account of the Green Infrastructure Strategy when preparing LDDs.

An initial supply and demand study has also been carried out for the Central Hampshire sub-region, which covers the rest of the District. This could be used to inform any future Green Infrastructure Strategy for Central Hampshire if one was prepared.

The PPG 17 Study

The PPG 17 Study was prepared as part of the evidence base for the LDF and to inform the development of policies for the provision of open space and built recreation facilities in the District. It was prepared jointly with the adjoining East Hampshire District, in accordance with the requirements of PPG 17 and the more detailed advice in the Companion Guide. It therefore includes recommended local standards for open space (covering a wider range of categories than those in the adopted Local Plan) and a new standard for built facilities. The main conclusions of the Study may be viewed on the Council's web-site at www.winchester.gov.uk.

The Study followed the 5 step process recommended in PPG 17 and the Companion Guide, and information from the assessment of local needs and audit of provision was used to develop local standards of provision. The proposed standards are summarised below:

Open space standards (quantity and access)

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

Built Facilities Standards (quantity and access)

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

The quality of provision was also assessed and the standards were used to identify any deficiencies in the District, generally based on groups of parishes focusing on the larger settlements.

The Study found the District to have generally sufficient quantity and good access to open space but identified localised deficiencies. A strategy will need to be developed to guide future improvements, but the key message is that there is a need to widen the types of open space that are provided to meet the needs of development. Public open space should also continue to be protected through planning policy as there would be few existing open space areas which are surplus to needs.

The Study identified a need to include new built sports facilities as part of proposed major development areas, and there is a particular need for a new sports hall and swimming pool in the south of the District. There will be a need for a hierarchy of provision, with community halls of sufficient size and

quality to provide a range of activities in the key settlements. There is potential to develop community facilities at strategically located colleges and schools, and improve access to army sites.

The Study will inform policies on open space, sport and recreation in the LDF, but it should also be used to develop more detailed planning guidance on the provision of facilities in association with new development, with priorities for investment and action.

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

The provision of open space, sports facilities and recreation opportunities can potentially have a major bearing on helping to achieve several of these outcomes.

Sustainability Appraisal

The Sustainability Appraisal of the Core Strategy Issue and Options paper assessed open space, recreation and green infrastructure issues together, owing to the similarity of the issues. It commented as follows on the options for open space, sport and recreation.

Both the questions on open space included a 'retain existing approach' option (Option 1), which involves the retention of existing Local Plan policies. Both include a new Option 2, which would introduce new standards for the consideration of open space and green infrastructure provision that are more consistent with current good practice in sustainable planning.

In both instances, the new options (Option 2) better progress the SA Framework than Option 1 does, with particular benefits for communities, infrastructure, economy and employment, transport, health and climate change.

Option 2 provides for a more holistic way of addressing a range of sustainability issues through provision of a network of green spaces (green infrastructure). Benefits of this approach include:

- * opportunities to increase sustainable commuting (cycling and walking) through enhancing a District-wide network of footpaths and cycleways, hence reducing climate change impacts;
- * opportunities for increased vegetation which can act as carbon sinks, reducing climate change impacts;

- * assisting in adaptation to climate change (providing spaces for species and habitats to migrate);
- * mitigating the effects of noise, water and air pollution through providing 'green lungs' for the Borough;
- * helping to address obesity through promoting healthy lifestyles and increased physical activity;
- * increasing the provision of and accessibility to community and recreational facilities in the District;
- * opportunities to promote sustainable water and flood risk management.

Recommended Response

The consultation responses showed widespread general support for Option 2 for both open space and recreation, and for providing green infrastructure. There was widespread support for improved access to greenspace, which is seen very much as an integral part of the provision of open space and recreation facilities. There is a general desire for the current open space funding system to be extended to cover a wider range of types of open space.

Some other approaches were suggested as alternatives to applying standards. An approach allowing each community to designate their own proportions of open space would not be practical as it would not be capable of being justified through the LDF process, or readily applied to all developments. Another suggested approach would require the preparation of a hierarchy of strategies for different levels of provision. Such an approach would require judgements to be made on whether provision is currently adequate, and the easiest way of doing this is by using a District-wide standard. Strategies may well need to be prepared in future, but they will need to be based on the adoption of a standard in the first instance. It is clearly the Government's view that setting a local standard is required to achieve quality open space and recreation facilities.

The suggestion was also made that any review should be carried out in the context of the possible introduction of the Community Infrastructure Levy. The review is being carried out in full awareness of the current proposals, and indeed the Government advice on the importance of infrastructure planning. However, the Government's advice is that work on infrastructure planning should progress as far as possible while the details for introducing the Levy are being finalised. Clearly the provision of open space and recreation facilities would form part of the wider infrastructure needs and there may be a need to change the approach used in the Council's current open space funding system. However, it is important that the current work is progressed, so that the need for open space and recreation facilities can be assessed alongside the need for other types of infrastructure, whether or not the Council decides to introduce a Levy when the option is available.

Local authorities are required to take into account the policies and guidance in PPG 17 when preparing LDF documents, and therefore the required audit and assessment of open space and built sports and recreation facilities has been undertaken. This has been used to recommend new standards that could be

used in the District, and two separate standards are suggested – one for open space, incorporating a greenspace standard – and one for built facilities. This very much reflects the public view that greenspace should be seen as an integral part of a community's open space facilities, and also reflects its inclusion in the PPG 17 open space typology. Access to greenspace is also likely to have special significance in the southern (PUSH) part of the District, where it is seen as an essential infrastructure component in association with planned major development.

It is therefore concluded that the Core Strategy should seek improvements in open space, incorporating green infrastructure, through a revised standard, and that improvements should also be sought in built sports and recreation provision through the application of a new standard. No reasonable alternatives have been suggested to the standards recommended in the PPG 17 Study and therefore improvements should be based their application. Open space and recreation facilities clearly form part of the social and community infrastructure that should be improved in step with development and therefore they should be addressed as part of the wider infrastructure requirements. It is likely that a further DPD or SPD will be required to set out the specific improvements and level of developer contributions required to fund them.

Recommended Action

Seek improvements in the quantity, quality and accessibility of open space facilities, incorporating green infrastructure, based on the extended open space standard recommended in the PPG 17 Study

Seek improvements in the quantity, quality and accessibility of built sports and recreation facilities, based on the new built facility standard recommended in the PPG 17 Study

Include a definition of 'Green Infrastructure' in the Glossary of the Core Strategy

Recognise the role of open space, sports and recreation facilities as part of wider community infrastructure needs

Refer in the Core Strategy to the need for further more detailed planning guidance on a strategy for improvements and developers' contributions

Annex 1

Key points (all common issues have been)	WCC Officer Response	Suggested Action
<p>General principles (grouped) The PPG 17 Study provides vital evidence for indoor and outdoor provision.</p> <p>The level of housing proposed will erode the countryside and put pressure on existing open spaces.</p> <p>The amount of open space must be adequate for the additional development. An extended approach should provide for people of all ages, and include types of open space other than children's play areas and sports grounds.</p> <p>Good access to open spaces encourages a healthy lifestyle, particularly for children and young people.</p> <p>There should be separate minimum standards for open space and built facilities, together with funding.</p>	<p>Sport England assisted with the PPG 17 Study and their support is welcomed. The recommended standards reflect local needs as they are based on a detailed audit of provision and assessment of needs.</p> <p>New or improved open space and recreation facilities will be required to meet the needs of additional development. The evidence in the PPG 17 Study has shown that it should provide for a wider range of types of open space, including provision for different age groups.</p> <p>A wider range of types of recreation space would also be consistent with the Community Strategy's aims to encourage healthier lifestyles. The new minimum open space and built facility standards recommended in the PPG 17 Study are appropriate because</p>	<p>No further action required, but see main report</p> <p>No further action required, but see main report</p> <p>No further action required, but see main report</p>

<p>An extended approach would provide better protection for sites with a biodiversity interest. Any strategy would need to be tested against the Habitat Regulations.</p>	<p>they have been derived from local information, including new standards for accessibility. Priorities for funding would need to be established through the preparation of additional planning guidance.</p> <p>Currently the protection of sites with a biodiversity interest relies on the application of the adopted Local Plan's countryside policies. An extended open space standard, incorporating a greenspace standard, provides the opportunity to enable a more proactive approach to such sites. It is recognised that any future strategy giving guidance on this issue would need to be tested against the Habitat Regulations.</p>	<p>No further action required, but see main report</p>
<p>Allotments and private gardens (grouped) Allotments should be protected and increased, as they reduce food miles. Developments over 50 units should provide an area for communal gardening/allotments.</p>	<p>The benefits of providing allotments was recognised and examined through the PPG 17 Study. In view of the need to increase their provision with new development, it was considered appropriate to include them as part of the recommended open space standard. Any threshold applicable to their provision would need to be established in any future DPD or SPD.</p>	<p>No further action required, but see main report</p>

<p>Gardens should not be brownfield land but should be recognised for their importance as open space. They offer biodiversity that should be retained.</p> <p>There should be a structured approach to the future of garden areas, by designating density/character areas in accordance with paragraph 46 of PPS 3.</p>	<p>The amenity value of garden areas is recognised, but they would not be appropriate for inclusion in an open space standard as they are not publicly accessible.</p> <p>This paragraph of PPS 3 refers to the process for developing local housing density policies, which is a process that should be followed after the preparation of the District's Core Strategy. It is not therefore relevant to the current consideration of open space and recreation needs. Paragraph 46 of PPS 3 specifies in any case that a knowledge of the level and capacity of local open space is needed before housing density policies can be developed.</p>	<p>No further action required</p> <p>No further action required</p>
<p>Green infrastructure The term 'green infrastructure' needs defining</p>	<p>Definitions of 'green infrastructure' are included in the South East Plan Implementation Plan and the PUSH document "Towards a Green Infrastructure Strategy for South Hampshire". The South East Plan Implementation Plan defines 'green infrastructure' as 'a network of multi-functional green spaces in urban areas, the countryside in and around towns, and the wider countryside.' The</p>	<p>Add 'Green infrastructure' to Glossary of Core Strategy</p>

<p>Support increased access by low carbon means to high quality greenspace close to settlements.</p> <p>An extended approach should provide an increase in accessible greenspace, but it should not result in the loss of natural greenspace.</p> <p>Green infrastructure should be low maintenance as it is of lower priority than affordable housing.</p> <p>Winchester should deliver the outcomes of the PUSH green infrastructure strategy and consider whether the standards set should be extended to the rest</p>	<p>PUSH document refines this to 'the network of greenspaces, landscapes and natural elements that intersperse and connect our cities, towns and villages.' It is recognised that it may be useful to include a definition of 'Green Infrastructure' in the Core Strategy, adjusted, if required, to reflect local circumstances.</p> <p>The support for improved access to greenspace is welcomed. The appropriate type of access, and the need to retain natural greenspace, would need to be considered in the development of any future greenspace strategy.</p> <p>Although the provision of affordable housing is a high priority for the District, all housing will need to provide for infrastructure needs. The types of open space required will depend on local priorities, but it may include improvements in access to greenspace.</p> <p>The PPG 17 Study recommends a minimum greenspace standard and the PUSH Green Infrastructure document provides advice on how it may be</p>	<p>No further action required, but see main report</p> <p>No further action required, but see main report</p> <p>No further action required, but see main report</p>
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<p>of the District. Higher standards should be considered for the SDAs and MDAs.</p> <p>Useful documents have been produced on green infrastructure which could be utilised as part of an extended approach.</p> <p>The retention of countryside is important to sustainable communities and as much as possible should be retained, particularly on the edge of market towns.</p>	<p>protected, enhanced and expanded in the PUSH area. The Council will need to consider further how this should be addressed throughout the District. As pointed out by the Forestry Commission, this provides useful advice.</p> <p>It is recognised that it is important to retain as much countryside as possible in the development of the Core Strategy and that the existence of accessible countryside will be particularly important to the larger settlements.</p>	<p>No further action required, but see main report</p>
<p>Indoor provision Indoor facilities are not a substitute for open space.</p>	<p>Indoor facilities are not intended to be a substitute for open space but to complement provision. The PPG 17 Study provides up-to-date information on existing indoor provision and recommends a standard that should be applied to achieve improvements.</p>	<p>No further action required, but see main report</p>
<p>Application of a possible new standard The open space funding system should continue and be developed to cover a wider range of provision.</p>	<p>The open space funding system will continue in its present form unless or until it is replaced by a system covering a wider range of recreation facilities, or possibly a system covering all types of infrastructure. This will require the preparation of a further</p>	<p>No further action required, but see main report</p>

<p>The current open space funding system should be re-considered as provision should be on-site. New open space areas are difficult to find, and new play equipment is expensive to maintain.</p>	<p>Development Plan Document before any changes can be made.</p> <p>The current open space system requires open space provision to be on-site, if that is most appropriate. It only provides a funding mechanism where provision cannot be made on-site, which is generally the case for small sites. The difficulties of providing new areas of open space is recognised, although new areas have been achieved through the current system. This issue will be addressed through any revised strategy.</p>	<p>No further action required, but see main report</p>
<p>Balance of development to open space The re-use of brownfield sites in urban areas should be maximised.</p> <p>Barton Farm should remain undeveloped as it provides a green lung.</p>	<p>These are issues concerned primarily with the development strategy and are not directly relevant to the consideration of open space and recreation.</p>	<p>No further action required</p>
<p>Suggested recreational use / areas unsuitable for recreational use Part of Bushfield Camp could provide high quality accessible recreational opportunities, with nature conservation benefits.</p> <p>Little Frenchies Field in Denmead should not be used for housing as it is</p>	<p>Locational suggestions for recreational improvements, or areas considered unsuitable for recreational use, are not directly relevant to the Core Strategy, which will establish the broad principles for open space and recreation provision.</p>	<p>No further action required</p>

<p>the best location for increasing sports pitches.</p> <p>Carpenters Field in Denmead should be open space if it ceases to be farmed.</p> <p>A cycleway should be provided along the former Botley to Bishops Waltham railway line.</p> <p>A swimming pool is needed in Alresford.</p> <p>The former railway cutting in New Alresford should not be subject to any protective open space designation but developed as soon as possible.</p>	<p>Major allocations for open space and recreation and areas requiring protection for recreational use, will be considered further when a Development Allocations DPD is prepared, or in any future detailed strategy covering open space and recreational provision.</p>	
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