

# **Winchester District Development Framework**

## **Core Strategy – Issues and Options**

**December 2008**

**Winchester Town**

Analysis of Consultation Responses

## **Winchester Town**

### **Summary of Issues and Strategic Options**

#### **Background**

The county town of Winchester is a hub for a range of services and facilities. It is the largest settlement within the Winchester District with over 35% of the District's population, within a rural area characterised by smaller market towns and villages. It is also one of the largest Hampshire urban areas outside of PUSH and is recognised through the South East Plan as having a wider role of contributing to the RSS outside of the identified sub-region of South Hampshire.

Winchester Town is well connected, having direct access to the strategic road network as well as main line rail services to London and the south coast. It has a strong local economy focusing on public sector and service based employment uses, but with increasing emphasis on the creative and knowledge based industries.

It has a range of housing stock and in recent years well designed, modern infill development has exploited the brownfield capacity of the urban area as a result of the strategy of previous plans to maintain Winchester within its physical boundaries. As a consequence of this meeting local housing needs has proved difficult.

One of its key features is its heritage and attractive landscape setting which have directed its role and function in recent years, being voted in 2006 as the best place to live and runner up for the 'Great Town Award' of 2008 run by the Academy of Urbanism.

Early in 2007 Winchester Town Forum launched its vision for the town "Winchester – Towards our Future". This recognised that Winchester had welcomed and absorbed change, but that there was a need to continue its successful evolution in order to enrich the lives of future generations through the following considerations:-

- care about our history, heritage and setting.
- encourage people to do business here.
- be a natural destination for visitors and shoppers.
- provide new and affordable housing.
- improve transport, infrastructure and air quality.
- become a regional centre for creativity and culture.
- create a green and environmentally friendly city.
- be a town which supports safe and stable communities.

When the Issues and Options paper was produced the Council had received the SE Plan EIP Panel Report. The Panel Report on the South East Plan

acknowledged that Winchester might have a wider role to play towards achieving the spatial strategy for Hampshire, as it is designated a 'secondary town centre' and acts as an important historical, cultural, and administrative centre and visitor destination. Also, the District is the tenth most important in the region, in terms of concentrations of office employment, with a corresponding high jobs density. The Panel acknowledged the high commuting rates both into and out of the town, but commented that on average commuters travelled much further to access jobs in Winchester than to any other settlement in Hampshire.

The Panel considered that, balancing all these factors, there was a case for a higher level of housing provision for the part of Winchester District outside of the PUSH area, and specifically identified Winchester Town as able to accommodate such growth. The panel concluded that; *'overall we consider that an increase in housing provision in Winchester, particularly if any greenfield release were on the northern side of the city, is unlikely to divert from the focus on urban regeneration in the core of the South Hampshire sub-region'*.

The draft SE Plan originally proposed 11, 440 dwellings in the Winchester District between 2006-2026. The Panel proposed a further 1,800 dwellings resulting in an increased total of 12,240 dwellings. However the Secretary of State's Proposed Changes which were published in July 2008, raised this figure further to 12, 740 dwellings. The rationale for raising this figure was

- the economic case for a higher level provision is convincing
- the designation as a Diamond for Growth in the Regional Economic Strategy
- the lack of overriding environmental constraints
- the anticipation that there would be more houses being built between 2006/7 and 2015/16, which have been boosted by major sites coming forward, in particular West of Waterlooville.

While there might be a case for the higher levels of growth, the above rationale is factually incorrect in that the Winchester District outside of the PUSH area is therefore not within a Diamond for Growth; the inclusion of land at West of Waterlooville ignores the fact that it is within the PUSH area and so does not count towards the housing figures for the rest of the district; and it is disingenuous to suggest that there are no overriding environmental constraints to growth particularly in and round Winchester Town. The Council has written to the Secretary of State to point out these errors, and submitted representations on the Proposed Changes to this effect. The Secretary of State has indicated that she will respond to these matters through consideration of comments on the Proposed Changes. In the meantime, in order to ensure conformity with the development plan, it would be expedient to plan for the higher figure put forward in the Proposed Changes (especially as these are referred to as minimum requirements).

It was therefore against this backdrop of high levels of growth being proposed for the Winchester District that the Issues and Strategic options were drawn up.

Issues and Strategic Options:-

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

Of the 12,740 total housing requirement for the whole of the District referred to above, there is a need to find some 6000 dwellings within that part of the District that excludes the PUSH area.

The latest figures for the rest of the District (see report CAB1773[LDF]) show that between 2006- 2008 almost 700 dwellings were completed and that there are over 1400 dwellings committed on large and small sites (either with planning permission or allocations). This means that provision for around a further 3900 dwellings needs to be made in the rest of the District outside of the PUSH area to meet the Secretary of State's Proposed Changes to the South East Plan which has a requirement 6000 dwellings. This requirement as currently drafted in the South East Plan is set out as a minimum.

The SHLAA also suggests that large identified SHLAA sites will provide over 1000 dwellings in the non-PUSH area, with small sites contributing over 600 dwellings. Development from all sources within settlements in the non-PUSH area over the whole plan period (to 2026) is likely to contribute some 4000 of the total South East Plan requirement of 6000 dwellings. Analysis of the initial SHLAA results and existing commitments suggests that some 2,000-2,500 of these are likely to be within Winchester town, which obviously has the greatest capacity for infilling and redevelopment.

The 'shortfall' of 2000 dwellings will need to be made up either by new greenfield allocations/settlement boundary extensions within the non-PUSH area, or more proactive promotion of sites within existing settlements, through higher densities or use of sites currently in other uses.

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

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

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

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

Similarly, the economic study uses labour force projections and changes to industrial structures to assess potential growth in the economy. At a District-wide level it reveals that the position of the Winchester economy, whilst strong, is slipping down the 'Index of Local Competitiveness' compared to other neighbouring areas. Bearing in mind that Winchester Town is the focus for the District-wide economy the importance of this message must not be underestimated.

This study concludes that there is scope for Winchester's economy to play a stronger role in the local and sub-regional economies and complement the developing strengths of the PUSH corridor. This would represent a change in direction from current policies, which are quite restrictive of employment growth, and enable Winchester to build on its existing and growing strengths in higher education, creative and media industries, financial and professional services and other knowledge-based activities.

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

However, Winchester District already has one of the highest mismatches between jobs and housing in the South East, mainly as a result of commuting patterns in Winchester Town. The Town itself hosts about 30,000 jobs, 11,500 are taken up by residents of Winchester which means that the Town attracts

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

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

The economic study summarises the distinctive economic characteristics of Winchester Town as being :-

Potential of its creative and cultural industries, linked to its universities:-  
Winchester Town has been part of a growth in creative industries in recent years with growth in the sector of around 30% - this ought to be recognised as a distinctive local cluster – with a strong knowledge base within the wider regional sector.

Opportunities to support growth in advanced manufacturing:-  
This being linked to the knowledge based sector.

Importance of the visitor economy and linked to this the evening economy:-in tourism terms the profile of Winchester is national or international scale with visitor spend continuing to increase.

Increasing incidence of professional and business services:-  
there are also a growing number of small scale, high-value, professional and business services providers within the Town

Continuing role of the Town with regard to public services:-

For a town of a modest size there are a number of large public sector managerial and administrative functions and it is acknowledged that these are the major catalyst to in-commuting.

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

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

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

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

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

In considering the elements of the two following options, there may be features from each which are compatible and could be developed into an alternative option. The following therefore are the key features of the two options identified for Winchester Town:–

OPTION 1	OPTION 2
Planned Boundaries	Step Change
<p><i>to remain within its current planned limits - this includes existing sites with planning permission for development and sites reserved for future use through the adopted Local Plan.</i></p> <p>See Map 3 below</p>	<p><i>to raise the profile of the town through a step change in growth – to include large scale new development incorporating land to the north of the town as suggested by the South East Plan Panel, and other sites as appropriate.</i></p> <p>See Map 4 below</p>
<ul style="list-style-type: none"> <li>the development and growth opportunities would be limited and require other larger settlements nearby to meet some development requirements, enabling these settlements to develop into more sustainable centres or as specialist locations.</li> </ul>	<ul style="list-style-type: none"> <li>Winchester would reinforce its position as the main and most sustainable settlement within the District, being the focus for development requirements in the non-PUSH part of the District.</li> </ul>
<ul style="list-style-type: none"> <li>Winchester would aim to conserve its special character and to limit expansion to within its currently-planned boundaries (i.e. to include land allocated or reserved under the existing adopted Local Plan policy), including the major development area at Barton Farm and the local reserve sites at Pitt Manor and land at Worthy Road/Francis Gardens.</li> </ul>	<ul style="list-style-type: none"> <li>major housing provision to increase the resident workforce to exceed the number of new jobs created. This would include the land reserved at Barton Farm and potentially either more land in this location or other large development sites to the west, south west or south of the Town.</li> </ul>
<ul style="list-style-type: none"> <li>The limited development capacity and potential for new sites to come forward would require all new housing developments to make an affordable housing contribution whether this be on-site or through financial contributions.</li> <li>The percentage of affordable housing to be delivered on-site would require 40% as a minimum with a tenure split to be 25% social rented and 15% intermediate.</li> <li>With less opportunities available for delivering affordable housing – affordable housing contributions would also need to be sought from non-</li> </ul>	<ul style="list-style-type: none"> <li>an emphasis on large greenfield urban extensions, maximising affordable housing provision to be at least 40% on-site provision (25 % social rented and 15% intermediate).</li> <li>to ensure that other residential sites also made a contribution to the affordable housing requirement the site threshold for on-site provision would be reduced to 5 units and the 40% requirement applied as set out above.</li> </ul>

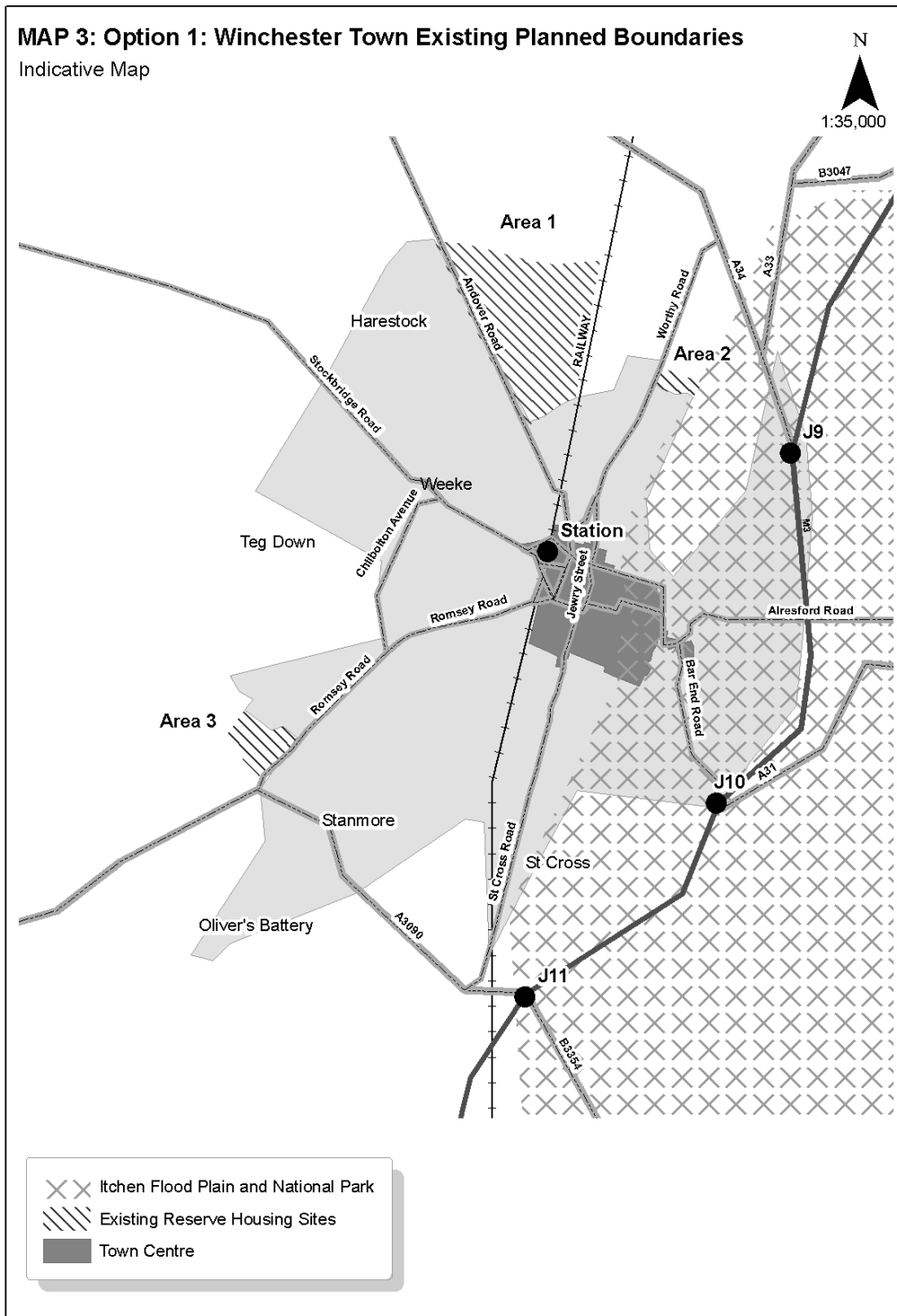


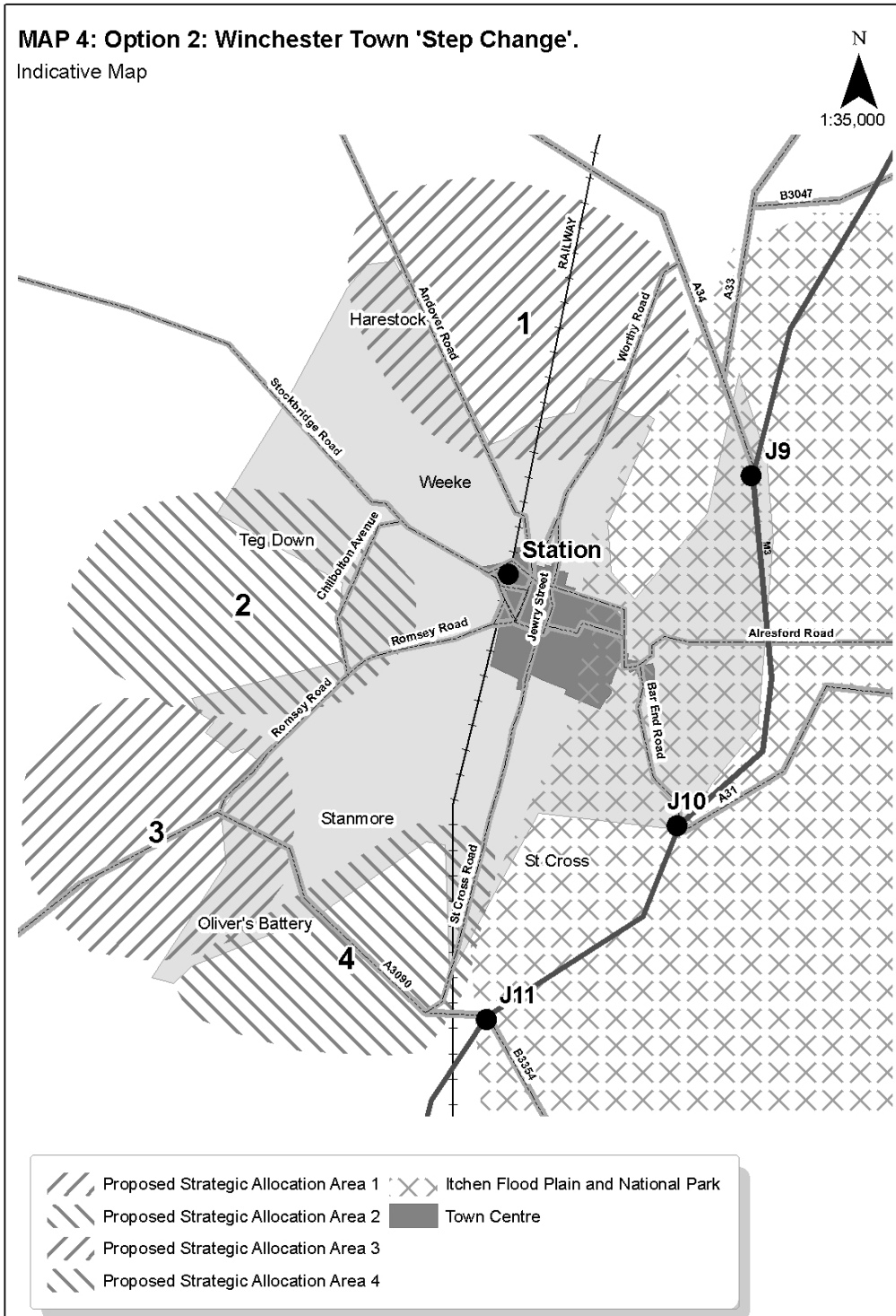
housing developments.	
<ul style="list-style-type: none"> <li>the capacity of the urban area to accommodate growth would require all opportunities for development to maximise the amount of housing delivered. The density target would be a minimum of 40 dwellings per hectare, to avoid the release of additional greenfield sites.</li> <li>the limited amount of sites will require development to maximise the use of brownfield land including the use of car parks and buildings no longer required for commercial purposes where this does not conflict with the aim of providing sites for employment.</li> </ul>	<ul style="list-style-type: none"> <li>Larger developments are less constrained and will be able to design and deliver densities of over 40 dwellings per hectare, with 40 dph as an average</li> <li>This will allow for a corresponding emphasis on retaining the character of the existing built-up area although the national minimum target of 30 dwellings per hectare still applies.</li> </ul>
<ul style="list-style-type: none"> <li>due to a reliance on relatively small sites coming forward for development there will be less opportunities for on-site renewable energy schemes and other 'green' initiatives and a reliance on financial contributions to initiate renewable energy schemes through other mechanisms.</li> </ul>	<ul style="list-style-type: none"> <li>large scale planned development to maximise the use of best practice in sustainable design and construction to ensure these developments fully utilise the technologies for on-site renewable energy and other green initiatives and become exemplar sites in the District.</li> </ul>
<ul style="list-style-type: none"> <li>retail and leisure uses would be accommodated in the town centre and, if there is inadequate capacity, development would need to be allocated on sites outside the town centre e.g. local centres or on industrial sites in Winchester or in larger nearby settlements.</li> </ul>	<ul style="list-style-type: none"> <li>provision for new retail and leisure uses, if possible in the town centre or otherwise within the planned urban extensions.</li> </ul>
<ul style="list-style-type: none"> <li>provision for economic growth would be managed and aimed at meeting the needs of local businesses and promoting 'smart growth' so as not to exacerbate commuting or housing pressures.</li> <li>promotion of the evening economy to enable businesses and cultural activities to be more widely available for a longer period.</li> <li>commuting levels may remain high, with the lack of new homes for the existing workforce.</li> </ul>	<ul style="list-style-type: none"> <li>provision for economic growth through more intensive development within the town centre or a business/knowledge park on a greenfield site.</li> <li>measures to re-focus the town's employment structure away from lower paid sectors (i.e. local government, health, administration) towards higher paid jobs in sectors such as the creative and knowledge-based industries.</li> <li>promotion of the evening economy to enable businesses and cultural activities to be more widely available for a longer period and to support the</li> </ul>

	<p>increase in creative and knowledge based businesses.</p> <ul style="list-style-type: none"> <li>• This level of development may start to address the commuting issues within the town, if the jobs are of the right type and the resident workforce is increased.</li> </ul>
<ul style="list-style-type: none"> <li>• sustainable transport policies, and use of public transport would be promoted and, as opportunities arose, park and ride would be expanded, some car parks would be redeveloped, and sustainable transport solutions would be encouraged.</li> <li>• limited potential to encourage road space in the city centre to be given up to wider footpaths and cycle lanes, as alternative forms of transport may not be so readily available.</li> <li>• promotion of car free developments close to the city centre where good public transport accessibility exists.</li> </ul>	<ul style="list-style-type: none"> <li>• provision of park and ride in conjunction with development on most remaining radial roads, closure of some town centre car parks and reorientation of provision towards short-stay, with developer contributions providing for sustainable transport solutions and a largely traffic-free town centre.</li> <li>• promotion of car free developments close to the city centre where good public transport accessibility exists.</li> <li>• Opportunity to relinquish some road space to create shared surfaces where all users have equal access.</li> </ul>
<ul style="list-style-type: none"> <li>• Sports, recreational and cultural facilities will need to be provided in line with new development but opportunities for wider provision will be limited by the size of sites coming forward and there will be an emphasis on retaining and implementing existing open space allocations.</li> </ul>	<ul style="list-style-type: none"> <li>• large urban extensions will be able to be planned with open space, both formal and informal provision, including sports and cultural facilities to the benefit of the new and existing communities. Wider benefits may also be delivered through the creation of a new country park.</li> </ul>

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

The merits of the different locations for a potential 'step change' to the growth of Winchester will be discussed in a future paper. The following maps show their broad location and are used to illustrate the potential areas which might be required if either option 1 or 2 in question 4 is to be taken forward.





## **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>):-

The Winchester Town LDF workshop took place on January 17th 2008.

The bullet points below indicate some of the main issues that were raised at the event. This is not a comprehensive list but should give an indication of the key points that were made.

- General concern about the potential impact of development and change on the character and setting of the city
- Recognition of the need for more affordable housing and for more sites to contribute to affordable housing provision by reducing thresholds or changing the mechanisms for calculating affordable housing requirements.
- With reference to density, the point was made that it was a design not density issue as there are many examples of higher density housing in Winchester - terraced dwellings and town houses
- Recognition of the requirement to reduce carbon emissions and use renewable energy but that its not just a housing issue and needs to be addressed across the board, for example free eco buses
- Concern over the loss of greenfield sites and open space within and around the edges of the town
- Acknowledgement that the provision of infrastructure must keep pace with development and that alternatives to using the car must be in place
- Recognition of the relationship between housing and economic growth, what type of jobs should be provided, etc
- Emphasis on using brownfield sites before releasing greenfield sites.

A second workshop was organised for Winchester, at Littleton on January 22nd 2008.

The bullet points below indicate some of the main issues that were raised at the event. This is not a comprehensive list but should give an indication of the key points that were made.

- Must have development with a purpose - development must be sympathetic to its surroundings and to scale but not necessarily traditional
- Ensure infrastructure is planned at outset and provided first with money/roof tax collected up front.
- Concern over capacity of infrastructure ranging from schools and health facilities to flooding/drainage systems.

- Need to do more to attract local businesses
- Improve walking and cycling provision and good public transport to make these viable alternatives to the car

Winchester Town Stakeholder Meeting; 11<sup>TH</sup> September 2008

Key Points:-

- Winchester has its origins in the seat of learning and this 'knowledge' theme should continue to be recognised as one of its special characteristics along with its attractive environment.
- The economy is about right at the moment but it can't stand still and there needs to be action to stop Winchester becoming a dormitory town and reliant on commuters. Winchester should support its existing workforce whilst attracting and encouraging new economic opportunities.
- Need to think longer term by investing in the economy now with the provision of more high level jobs to reduce commuting – to create a balanced economy with a good range of job opportunities and encouraging diversity and mixed use development.
- Winchester must promote itself more and attract visitors through tourism and culture and be more vibrant with high density city living.
- Any greenfield development should be 'suburban', with higher densities nearer the city centre. Also recognise the need to retain a compact town where everyone has access to the countryside, building out in the wedge to the north is the least worst scenario
- Recognise the need for a 'step change' in development to ensure that both physical and social infrastructure issues are addressed, as it is recognized that only the larger sites will have the impact to deliver the required infrastructure requirements. These larger developments must be mixed use to encourage and support sustainable transport mechanisms and to balance traffic flow

In summary the three meetings highlighted the concerns regarding the potential impacts of the proposed levels of growth, while recognising the need to provide more affordable housing. There was also recognition of the need to support existing businesses, while attracting sustainable economic opportunities. Importantly there is a recognition that it is essential to identify and plan for the timely delivery of essential infrastructure.

## Issues and Options Questionnaire

Two options were identified for Winchester Town:-

### **Option 1** Planned Boundaries

Under a 'planned boundaries' option, the only extensions to the planned boundaries of Winchester would involve the current 'reserve' major development area at Barton Farm being brought forward, together with the two local reserve sites at Pitt Manor and Worthy Road/Francis Gardens. However, other development and growth opportunities would be limited to within the current boundaries, resulting in other larger settlements, nearby having to offset this by absorbing additional development.

### **Option 2** Step Change

Under the 'step-change' option, a series of options for strategic allocations are proposed, in addition to the release of the major development area at Barton Farm.

## Winchester Town – question 4

- 4a Bearing in mind the housing requirement in this part of the District (5,500 dwellings between 2006 and 2026) and the evidence detailed in the Issues and Options paper, which of the 2 options do you prefer?  
(Please tick one box).

Option 1; 17%

or

Option 2; 83%

Total responses to 4a = 1046

- 4b Is there a different option which will enable Winchester Town to address the issues and demands it faces over the next 20 years

Total responses to 4b = 968

As can be seen from the analysis of the responses to question 4a the overwhelming majority of respondents supported the step change option. However the heavy bias towards this option might at least in part be a consequence of residents of other potential growth areas wishing to deflect development pressures towards Winchester Town. Indeed, there was a substantial response in favour of a 'neither' option which would retain the existing boundaries of the town and emphasise brownfield development and/or directing growth to other locations (see below).

Annex 1 to this report groups those summaries that make relevant comments to question 4b, together with an officer response and a recommended action.

Summaries of all the responses to question 4b are available separately due to their size and can be viewed at [www.winchester.gov.uk](http://www.winchester.gov.uk). Many of the comments discussed individual settlements and sites 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.

## Other Considerations

### Government Advice

#### **Planning Policy Statement 1: Delivering Sustainable Development.**

This PPS sets out the Government's approach to securing sustainable development and creating sustainable communities, the PPS states that;

*'Sustainable development is the core principle underpinning planning. At the heart of sustainable development is the simple idea of ensuring a better quality of life for everyone, now and for future generations'.*

The Government set out four aims for sustainable development:

- *social progress which recognises the needs of everyone;*
- *effective protection of the environment;*
- *the prudent use of natural resources; and,*
- *the maintenance of high and stable levels of economic growth and employment.*

*These aims should be pursued in an integrated way through a sustainable, innovative and productive economy that delivers high levels of employment, and a just society that promotes social inclusion, sustainable communities and personal well being, in ways that protect and enhance the physical environment and optimise resource and energy use.*

Planning should facilitate and promote sustainable and inclusive patterns of urban and 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;*
- *protecting and enhancing the natural and historic environment, the quality and character of the countryside, and existing communities;*
- *ensuring high quality development through good and inclusive design, and the efficient use of resources; and,*
- *ensuring that development supports existing communities and contributes to the creation of safe, sustainable, liveable and mixed communities with good access to jobs and key services for all members of the community.*



Development plans should promote development that creates socially inclusive communities, including suitable mixes of housing. Plan policies should:

- *ensure that the impact of development on the social fabric of communities is considered and taken into account;*
- *seek to reduce social inequalities;*
- *address accessibility (both in terms of location and physical access) for all members of the community to jobs, health, housing, education, shops, leisure and community facilities;*
- *take into account the needs of all the community, including particular requirements relating to age, sex, ethnic background, religion, disability or income;*
- *deliver safe, healthy and attractive places to live; and,*
- *support the promotion of health and well being by making provision for physical activity.*

### **Planning Policy Statement 3 ‘Housing’ (2006),**

The Government’s key housing policy goal is to ensure that everyone has the opportunity of living in a decent home, which they can afford, in a community where they want to live. To achieve this, the Government is seeking:

- *To achieve a wide choice of high quality homes, both affordable and market housing, to address the requirements of the community.*
- *To widen opportunities for home ownership and ensure high quality housing for those who cannot afford market housing, in particular those who are vulnerable or in need.*
- *To improve affordability across the housing market, including by increasing the supply of housing.*
- *To create sustainable, inclusive, mixed communities in all areas, both urban and rural.*

#### Planning for housing policy objectives

*These housing policy objectives provide the context for planning for housing through development plans and planning decisions. The specific outcomes that the planning system should deliver are:*

- *High quality housing that is well-designed and built to a high standard.*
- *A mix of housing, both market and affordable, particularly in terms of tenure and price, to support a wide variety of households in all areas, both urban and rural.*
- *A sufficient quantity of housing taking into account need and demand and seeking to improve choice.*
- *Housing developments in suitable locations, which offer a good range of community facilities and with good access to jobs, key services and infrastructure.*

*– A flexible, responsive supply of land – managed in a way that makes efficient and effective use of land, including re-use of previously-developed land, where appropriate.*

The PPS gives guidance on how the supply of land should be calculated in the Local Development Framework;

*Allowances for windfalls should not be included in the first 10 years of land supply unless Local Planning Authorities can provide robust evidence of genuine local circumstances that prevent specific sites being identified. In these circumstances, an allowance should be included but should be realistic having regard to the Strategic Housing Land Availability Assessment, historic windfall delivery rates and expected future trends.*

*To ensure that there is a continuous five year supply of deliverable sites available for housing, Local Planning Authorities should monitor the supply of deliverable sites on an annual basis, linked to the Annual Monitoring Report review process, including:*

- Setting out in Local Development Documents the approach by which allocated sites will be advanced into the five year supply of deliverable sites.*
- Monitoring how many sites from the five year supply of deliverable sites have been delivered annually.*
- Drawing upon allocated sites, as necessary, to update the five years supply of deliverable sites, setting out in the Annual Monitoring Report the revised list of specific deliverable sites.*
- Considering whether it is necessary to update the housing market and land availability evidence bases and initiate a review of relevant Local Development Documents in order to be able to continue to maintain an up-to-date five year supply of deliverable sites.*

PPS3 defines windfall sites those which have not been specifically identified as available in the local plan process. They comprise previously-developed sites that have unexpectedly become available. These could include, for example, large sites resulting from, for example, a factory closure or small sites such as a residential conversion or a new flat over a shop.

#### **Draft PPS 4 ‘Planning for Sustainable Economic Development’**

This 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”*

#### **Planning Policy Statement 6: Planning for Town Centres**

The Government’s key objective for town centres is to promote their vitality and viability

by:

- planning for the growth and development of existing centres; and*

*\_ promoting and enhancing existing centres, by focusing development in such centres and encouraging a wide range of services in a good environment, accessible to all.*

The main town centre uses to which this policy statement applies are:

- \_ retail (including warehouse clubs and factory outlet centres);*
- \_ leisure, entertainment facilities, and the more intensive sport and recreation uses (including cinemas, restaurants, drive-through restaurants, bars and pubs, night-clubs, casinos, health and fitness centres, indoor bowling centres, and bingo halls);*
- \_ offices, both commercial and those of public bodies; and*
- \_ arts, culture and tourism (theatres, museums, galleries and concert halls, hotels, and conference facilities)*

### South East Plan

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

In July 2008 the Secretary of State published her response to the Panel Report in the form of the Proposed Changes to the draft South East Plan and her Reasoned Justification.

The Secretary of State agreed with the broad thrust of the Panel's recommendation. However, she proposed higher housing numbers in a number of districts for the reasons given in detail in a separate schedule.

The Secretary of State agreed with the Panel that the economic case for a higher level of provision for rest of Winchester is convincing, and that it can make a greater contribution together to meeting regional needs given the good rail accessibility that Winchester city offers. Therefore she proposed to increase the Winchester allocation to 12,740 dwellings; she considers that there is scope for an uplift in housing figures for the area of Winchester district outside PUSH. ,

Also of significance for the future development of Winchester Town is policy RE2: Supporting Nationally and Regionally Important Sectors and Clusters. The policy (as proposed to be changed) states that;

*The development of nationally and regionally important sectors and clusters will be supported through collaborative working between local authorities, local strategic and economic partnerships, SEEDA and the business community. SEEDA, business support organisations and higher and further education establishments should maximise the potential of the sectors and clusters. They should promote a culture of innovation, foster inter-university connection to create synergies and links with other research establishments in the local area, other regions and internationally and establish centres of excellence in key industries as they evolve.*

*Local authorities, through regular employment land reviews, combined with local knowledge and working with other partners, will identify the key sectors and clusters within their local area, and any opportunities that exist for the development or expansion of sectors and clusters.*

*Where appropriate, Local Development Documents will include policies that:*

- i. ensure that land and premises are available to meet the specific requirements of nationally and regionally important sectors and clusters*
- ii. enhance, develop and promote local assets that can facilitate the development of sectors and clusters*
- iii. promote and support non-land use initiatives that benefit and foster the growth and development of new and existing nationally and regionally important sectors and clusters.*

*SEEDA and higher and further education establishments should work together to promote a culture of innovation, and establish centres of excellence in regionally important sectors and clusters.*

#### Winchester District Local Plan Review 2006

In a District context, the Local Plan guides development to the most sustainable locations. The approach to planning for Winchester Town can be summed up in the following section of the Plan

*The overall aim proposed is to maintain Winchester as a “compact city” and make better use of what the town already has. There should be a sequential approach to development, concentrating new development within the existing boundary, particularly in and adjacent to the town centre (an approach that is incorporated into Government advice, in PPG3). However, at some point, continued concentration of development within the town could start to destroy the qualities that the approach is seeking to protect and there will need to be some carefully planned growth.*

The Hampshire County Structure Plan Review imposed a requirement to plan for a “reserve” Major Development Area of 2,000 dwellings and supporting physical and community infrastructure at Winchester City (North). The release of this land

was only to be triggered if the County Council's housing monitoring showed a shortfall in the amount of housing coming forward.

The Local Plan Inspector was not entirely convinced of the Council's ability to meet its housing requirements which was to a certain extent reliant on 'windfall' sites coming forward. To mitigate against the possibility that insufficient land would come forward the Inspector identified four reserve sites (two of which are at Winchester Town)

### Winchester District Strategic Partnership - Sustainable Community Strategy

The Winchester District Strategic Partnership Sustainable Community Strategy; 2008 Refresh was published in December 2008. It sets out the most important changes needed over the next 20 years to help communities become more sustainable. It aims to improve the quality of life for everyone, in a way that leaves a good legacy for future generations.

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

This vision is critical to leading the way for the Council's Local Development Framework (LDF) which sets the framework for how growth and development will be guided over the next 20 years to make sure that it is sustainable and secures benefits for everyone to deliver the shared priorities of the Sustainable Community Strategy.

The policies and proposals in the Local Development Framework must make sure that development and growth in the District helps deliver the important outcomes of the Sustainable Community Strategy. Partners of the WDSP are very closely involved in the LDF as they will need to play a role in supporting future development by providing infrastructure like roads, healthcare, schools and other services that not only help keep an existing community going, but are essential for the creation of new communities.

It is clear that for the Core Strategy to be consistent with the vision set out in the Sustainable Community Strategy it will need to provide the platform to enable sustainable economic development. In terms of economic development the Strategy explores in more detail this aspect and expresses three desired outcomes, which are key to the LDF :-

"1 Winchester District exploits its reputation as a cultural stronghold, using this as a means to stimulate a modern and creative approach to business' and identifies the following as means to achieve this :-

- Support the local development of knowledge-based industries,
- Support the local development of creative industries
- Facilitate diversification in the rural areas

Encourage innovative solutions to premises and transport challenges  
Market Winchester District as a world-class tourism destination

2 The promise of London 2012 is channelled into local opportunities to enhance the skills and ambitions of those who live in the district' to be achieved through :-

Encourage business start-ups

Work with schools, colleges and universities to develop the workforce of tomorrow

Reduce the barriers of rural, social and digital isolation

Give all adults of all ages access to learning and development opportunities

3 Businesses are good neighbours' to be achieved through :-

Ensure that new development provides benefits for local people

Help businesses commit to a low carbon economy

Help businesses to take advantage of new technologies to make services more accessible.

Improve businesses participation in policy and decision making, and in the wider life of the district.”

It will be necessary for the Core Strategy to translate these desired outcomes as they relate to spatial planning for Winchester Town.

#### Further Evidence Studies

#### **The Winchester District Economic and Employment Land Study; Supplementary Report.**

A draft report was received in November 2008. This Supplementary Study was commissioned in order to develop some of the findings in the Winchester District Economic and Employment Land Study; November 2007. This Study indicated that the town has significant potential for economic growth, particularly in higher value added and knowledge based activities, but that this currently being restrained by limited availability of suitable employment land and property, and restrictive planning policies.

The further work focussed on implications of the strategic options for Winchester Town, particularly their potential effects on commuting and land requirements. In addition the Study also considered the implications of a further option, arising from the public comments on the Issues and Options document, of consolidation within the existing town boundaries.

The Study is still in draft form but the preliminary conclusions are that Option 1 'Growth within the planned boundaries' would equate to the development of about 4700 new jobs in addition to development of around 4000 dwellings. This option would also require the rural areas to provide significant numbers of both jobs and houses. This Option would increase in-commuting (one of the principal issues affecting the town) unless employment provision was reduced.

Option 2 'Step change' would equate to meeting the bulk of the SE Plan housing requirements within Winchester, together with substantial provision to meet the employment needs. This option would reduce pressure on the rural areas to provide significant amounts of housing and jobs. The balance between employment and jobs is better in this option, although it would increase in-commuting slightly. This could be turned into a significant reduction of in-commuting by reducing the level of employment provision, and the examination of potential sites suggests this is likely to be necessary anyway due to a lack of suitable site opportunities.

Option 3 'Consolidation within existing boundaries' would relieve the pressures on Winchester town to provide significant levels of both jobs and houses but this would deflect substantial pressure to the rural areas. Although this option would reduce in-commuting to Winchester town, it would result in the generation of substantial new commuting patterns in the rural areas, where most of the housing and employment would have to be located. Indeed, the likely numbers of jobs and houses which would be required in the rural areas in order to deliver this option would appear beyond their capacity to provide in a sustainable way.

The study therefore concludes that option 2 '*offers relative advantages over the others by helping to stem commuting problems, and helping to realise the economic development potential of the town*'.

In order to meet the economic development potential and to provide sufficient jobs of the right kind a strategic employment land allocation would be required in the Core Strategy. Sites within the town centre and built-up area are assessed in the Study but insufficient land has been identified to meet all the potential that exists for increasing jobs and economic activity. In order to address some of the problems of out-commuting and to help fulfil Winchester's economic potential by 'playing to its strengths' a knowledge based business park is suggested either to the north or south of the city. However the Study recognises that any allocation would need to be consistent with the Regional and sub-regional economic development objectives, which favour economic growth in the PUSH area, and particularly, should avoid prejudicing the development of the 'South Hampshire Strategic Employment Zone' at Eastleigh.

### **The Winchester District Local Development Framework Transport Assessment; November 2008.**

This study looks at the transport implications of the Core Strategy and all the spatial options that were being tested. In respect of Winchester Town, the study assessed the two strategic options. In respect of the Winchester options the study concluded that;

*while the location of housing areas can be addressed, the location of employment and other land uses creates difficulties. The central area has limited capacity for additional jobs and other sites may need to be found. This would*

*require new bus links which may not pass through the central area but would be constrained by the absence of suitable roads and a dispersed pattern of employment would be more likely to encourage car journeys. A further difficulty is that demand for parking at the rail station may increase and additional capacity will be sought, although this may add to traffic congestion in the central area at peak times.*

*To achieve the planned boundaries option, Winchester offers considerable potential for growth. The relative compactness of the city, its high proportion of walking trips, the natural and historic constraints on the road capacity available and the proximity of proposed sites to core facilities all contribute to a scenario in which sustainable modes can be supported. The greatest impact on the road network is expected to be locally, notably Andover Road inbound, but measures to reduce the proportion of car trips could be applied including travel planning, further parking constraints in the central area and the strong promotion of walking and cycling together with the introduction of a new bus service.*

*The step change option would require growth on a substantial scale and the limitations of the city's transport networks would become apparent. While the traffic impact of the planned boundaries option on the trunk road network is manageable, any further growth would cause difficulties on the M3 in particular. However, it is acknowledged that greater expansion would create more opportunities to re-balance employment and reduce the current levels of in-commuting. This could present opportunities to create a wider bus network but is unlikely to meet a high proportion of travel demands due to the increased diversity of origins and destinations. The capacity of transport networks is such that growth can be accommodated although further pressures on the M3 junctions (particularly Junction 9) are likely to cause some problems. There will be impacts on the local road network due to the constraints in particular corridors but park and ride will help relieve additional demand, particularly at peak times. For the Step Change option, the size of the potential sites will result in considerable impacts on the highway network but the details of this are dependent on how any development is distributed among the four areas identified. Again there is scope to incorporate sustainable modes to a considerable extent and to integrate the sites with the established land uses and travel patterns.*

In summary therefore both options have transport issues that would need addressing, although the 'step change' option creates by far the greater challenges, and would need to be assessed further to determine which site(s) should be identified to deliver this level of change.

### Sustainability Appraisal

A Sustainability Appraisal of the Issues and Option was undertaken by the consultants Enfusion. Their conclusions in respect of the two options for Winchester Town were that:-



**Option 1 (Planned Boundaries)** has the potential to deliver some of the growth specified for Winchester (as driven by the South East Plan), but there are key sustainability issues (particularly in relation to community, infrastructure, housing and economic SA objectives) regarding the ability of the planned boundaries option to deliver the volume and type of development necessary to meet the growth planned for the region. Option 1 does provide for increased housing and includes affordable housing provision. However, this option is potentially limited by the constraints of existing infrastructure and site availability in delivering the range of housing and the additional elements (facilities, infrastructure, commercial development, renewable energy supplies) that will make an expanded community both sustainable in the long term and able to contribute positively to the existing/ identified sustainability issues in and around Winchester. New or improved infrastructure would be required in mitigation, if spatial constraints allow. This option focuses on brownfield sites and proposals include less Greenfield land [than the step change option] an approach which is positive for biodiversity. However, outlying settlements will be required to accommodate development that cannot be contained within the existing planned boundaries and this incremental expansion may have cumulative impacts on habitats and established greenspace. Restricted development within and near the city boundaries will lead to greater need for commuting [to the city from outlying areas] which will require strong sustainable transport measures to avoid the exacerbation of existing negative trends.

The key adverse impacts associated with **Option 2 (Step Change)** relate to the loss of Greenfield land (with accompanying habitats/ biodiversity and landscape issues) and the increase of resource use/ pollution generation that comes with greater expansion and development. However, this option strongly progresses SA objectives for Winchester that are seeking to cater for a diversity of housing needs, provide new facilities for communities and support sustainable build options (for example, incorporating renewables). This option also allows a more holistic approach to be taken to providing sustainable transport solutions (including a reduction in car-based transport in and around the city centre which is a recognised long term aim). **In terms of progressing social and economic objectives – this option is preferred.**

#### Issues arising and Consideration of Reasonable Alternatives

The table below summarises those comments that make suggestions as to matters that should be taken into account when considering growth and change to Winchester Town and examines them in terms of whether they represent a reasonable alternative to the issues and options explored in the issues and options paper.

Suggested alternative	Advantage	Disadvantage
<p>Meet all of the housing requirements on brown field sites</p>	<p>This would avoid the need for any significant greenfield housing development This option would keep Winchester within its present boundaries</p>	<p>There are insufficient sites to meet the full requirement. When, all potential sources of housing are taken into account there is still a shortfall of about 2000 dwellings to be provided. While preference would always be given to developing brownfield sites first, over-reliance on sites within the urban areas will put pressure on existing land uses, and could potentially result in the further loss of existing green spaces, employment and community uses. Furthermore, a brownfield only approach could not deliver this amount of housing, even at high densities, which are unlikely to be acceptable in environmentally sensitive urban areas</p>
<p>Many respondents made it clear that they favoured 'neither' option (retain the existing settlement boundary of Winchester) and others proposed that the Council should challenge the housing allocations in the SE Plan; i.e. do not plan for the full housing requirements</p>	<p>This would avoid the need for any significant greenfield housing development This option would keep Winchester within its present boundaries</p>	<p>Failing to meet the SE Plan's housing requirements would put the Core Strategy out of conformity with the development plan. The consequence of this is likely to be that the Core Strategy is found to be unsound. Failure to plan for the required housing land in the adopted SE Plan would result in developers making ad-hoc applications with every chance of success as the South East Plan would be the most up to date part of the development plan; the absence of an adequate 5 year housing supply would also cause similar problems for the council in refusing any hostile planning applications.</p>

Suggested alternative	Advantage	Disadvantage
		<p>The 'neither' option has been tested as part of the further employment work. It is clear that this option would require very large amounts of housing and employment to be developed in settlements outside Winchester town, in order to meet housing and economic needs. Given the nature of the settlements in the non-PUSH part of the District, this would not be a sustainable option. Neither would it meet the housing needs of Winchester or its potential to provide economic growth.</p>
<p>Develop Micheldever Station as an alternative</p>	<p>This would avoid the need for any significant greenfield housing development This option would keep Winchester within its present boundaries</p>	<p>The possibility of a new settlement at Micheldever was considered at the EiP into the SE Plan, and through previous Local Plan Inquiries, and has been rejected each time The development would be some distance away from Winchester Town and would do nothing to address the issues identified elsewhere in this paper apart from moving pressure from certain greenfield sites to others. The scale of development that is proposed at Micheldever is far in excess of the housing allocations needed to comply with the draft SE Plan. Micheldever was also put forward by its promoters as an 'Eco-Town' but this was rejected by Government.</p>

In addition to the above, other suggestions were made as alternative development strategies for Winchester Town but these were not expressed under Question 4b of the Issues and Options document.

A matter raised in the Issues and Options paper and commented upon through consultation was the potential availability of MOD sites to accommodate the required levels of growth. The MOD has reaffirmed its original views, as set out in the Issues and Options paper, that neither Sir John Moore Barracks nor Worthy Down will be available for alternative development in the medium term.

Furthermore a number of comments relate to the potential for a new settlement. Whilst many suggest a location for this at Micheldever Station, others refer to this as a more general concept and not location-specific. A new settlement would, by its scale, be required to be identified through the Regional Strategy and subject to extensive research and specific studies. The South East Plan rejected a new settlement solution and such a proposal is therefore beyond the scope of the Winchester LDF.

Other general comments in relation to growth at Winchester Town have referred to the need to disperse the development requirement across the wider District. This would run contrary to the South East Plan, which specifically recognises the role of Winchester Town. It has been noted above that the scale of growth that would be required to be accommodated in alternative locations (which consist small market towns and villages) would be unsustainable and would result in extensive and complex new patterns of commuting being created. This option would also fail to capitalise on Winchester's economic potential, as envisaged by the Sustainable Community Strategy.

### Conclusions and Recommended Response

As stated in the consultation paper on the Issues and Options, there is not a 'no change option' and neither is there a 'do nothing option'. Failure to identify sufficient land to meet the District's housing targets would put the Core Strategy out of conformity with the South East Plan. It would also result in severe development pressures on unallocated sites, particularly if the Council was unable to demonstrate a five year supply of housing land as it is required to do under PPS3.

It is also clear from PPS3 that the Council cannot rely on unidentified 'windfall' sites to meet its housing targets, and for the Core Strategy to be sound it will need to identify sufficient sites to meet the housing targets, through the Strategic Housing Land Availability Assessment (SHLAA) and new allocations.

The initial SHLAA results suggest that development from all sources within settlements in the non-PUSH area over the whole plan period (to 2026) is likely to contribute some 4000 of the total South East Plan requirement of 6000 dwellings. Some 2,000-2,500 of these are likely to be within Winchester town, which obviously has the greatest capacity for infilling and redevelopment.

The Planned boundaries option (Option1) assumed that there would be a need for substantial growth to be allocated to surrounding towns. The SHLAA has

since indicated that a higher level of housing than originally expected can be accommodated within existing settlements. Therefore there may be less pressure on settlements outside Winchester than originally expected under the 'planned boundaries' option. Nevertheless, if significant amounts of housing did need to be allocated to the rural areas, the bulk would have to be in Alresford, as the only other more sustainable location in the non-PUSH area.

To restrict development to within the built up area of Winchester, as suggested by a significant number of responses through the 'neither' option, would result in substantial pressure on the rural area to provide housing and employment development, or measures to increase development within the existing boundary of Winchester. This would require the promotion of extremely high densities, development of open spaces and gardens, and use of non-residential sites for housing (employment, facilities, car parks). The inevitable consequence of adopting this alternative option would be to promote major housing and employment development in the rural area outside PUSH and/or to endorse major increases in density and land use changes within Winchester Town.

It is concluded that Option 1, to contain development of Winchester Town to within its planned boundaries, would fail to meet the town's economic potential and not address certain sustainability appraisal objections as well as Option 2. On the other hand, the scale of greenfield development originally envisaged under Option 2 is not needed in the light of the interim SHLAA results and the further transport work has highlighted potential difficulties with this option, depending on the site(s) chosen. The 'neither' option is considered to be unrealistic and harmful in terms of its impact on Winchester and its economy and unsustainable in terms of its effect on other settlements and commuting patterns.

This means that most or all of the 2000 dwellings which are still to be allocated will need to be located adjoining Winchester Town, rather than within the surrounding rural area. The preferred option to meet the social and economic needs of Winchester Town is a combination of Options 1 and 2, perhaps defined as the 'development with a purpose' option. This envisages a similar amount of greenfield housing development as Option 1 but with provision also for economic growth and other development to meet the needs of Winchester – i.e. growth with the purpose of meeting the various needs of the town, not just of meeting housing requirements. This would represent a chance for the town to fulfil its economic potential, and to develop in a planned and sustainable manner. Often in the past development has taken place in an ad-hoc incremental fashion, with both social and physical infrastructure rarely keeping up with the pace of development.

Whilst this option will not prevent change and infilling within the town, it will reduce the pressure to maximise development opportunities within the current boundaries of the town. It would provide an opportunity to raise the economic profile of the town and address a number of issues around commuting, affordable housing, transport and infrastructure provision, whilst balancing the need to

ensure Winchester Town remains an attractive place to live, work and do business.

The concept of 'development with a purpose' seeks to ensure that both the constraints offered by Winchester Town in terms of its sensitive environment and the vision and aspirations expressed by the Town Forum and the Winchester District Strategic Partnership are enabled to be delivered in a compatible planned manner - that is the growth required to deliver both housing, including affordable housing, employment and commercial potential are looked at together in a holistic manner consistent with the concept of 'place making' as promoted through the new spatial planning regime of the LDF.

This option also needs to be developed in a way which will progress the Sustainability Appraisal objectives, so as to achieve the benefits identified for both Options 1 and 2, so far as possible. As the initial SHLAA suggests that much of the required housing growth will be in Winchester, this option should address the Sustainability Appraisal's 'housing needs' objectives well and the aim must be also to sure that new development provides new facilities for communities and support for sustainable building.

The recommended option will require the release of a new greenfield site or sites. This report does not deal with site-specific matters and the location of strategic sites – these will be examined in a further report to the January 2009 meeting of this Committee.

#### Recommended Approach

That a 'development with a purpose' option should be worked up to maximise the benefits and minimise the disadvantages of the previous options. This should be adopted as the preferred option for Winchester Town.

When judged against the other 'reasonable' alternatives, this option is the best to enable Winchester Town to meet current and future social and economic objectives, by expressing the vision and aspirations of the Winchester District Strategic Partnership through spatial planning policy.

This option will need to identify a strategic site(s) to deliver the required development. Regardless of location, this site(s) must ensure that the following criteria are met:-

- The site(s) must be capable of providing the uses necessary to meet the town's needs, including a range of housing to meet local housing needs including 40% affordable housing;
- The site(s) must make a positive contribution towards meeting the economic development objectives of Winchester town and the sub-region; and contribute towards reducing commuting into and out of the town;

- The development of the site(s) must meet the highest standards of sustainable design and make a positive contribution towards addressing climate change, and maximising the opportunity to generate on-site renewable energy
- The site(s) must be capable of mitigating its environmental impacts
- The site(s) must be capable of meeting its physical and social infrastructure requirements in a planned and timely fashion

**Annex 1 Key points arising from comments received to Question 4b “Is there a different option which will enable Winchester Town to address the issues and demands it faces over the next 20 years?.”**

<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>• Micheldever Station should be reconsidered for an ‘eco town with improvement of the existing rail links and on site employment.</li> </ul>	<p>The development of Micheldever would do nothing to address the issues facing Winchester Town identified elsewhere in this paper apart from take pressure off of greenfield sites.</p> <p>The scale of development that would come forward at Micheldever is far in excess of the housing allocations needed to comply with the draft SE Plan</p>	<p>See main report</p>



Key Points (common issues are grouped)	WCC Officer Response	Suggested Action
<ul style="list-style-type: none"> <li>Neither option: There should be an option 3 which does not pre-determine development at Barton Farm and other existing reserve allocations. The requirement of 5,500 dwellings can be met without building on Barton Farm or other major Greenfield sites.</li> </ul>	<p>Due to the level of housing growth proposed in the SE Plan it is difficult to see an option which does not include the reserve sites in the adopted Local Plan. These sites have been through the scrutiny of a Local Plan Inquiry, and an Inspector has determined that they are suitable for housing development. Given the scale of development required it would be wrong to rule out Barton Farm at this stage, but the actual identification of the proposed sites to meet the preferred option is not part of this part paper</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>Development should be prioritised on brownfield sites within settlement boundaries. This could include brownfield sites that are adjacent to the rural villages with a more realistic opportunity to add the required infrastructure and improve the viability of villages.</li> </ul>	<p>Priority is given to developing brownfield sites in preference to greenfield; however the reality is that it will not be possible to meet the District's housing requirements without allocating some greenfield sites.</p> <p>There are very few brownfield sites adjacent to rural villages</p>	<p>No further action</p> <p>Development in rural areas is the subject of a separate paper</p>
<ul style="list-style-type: none"> <li>Brownfield sites within and close to the city should be considered: Bushfield, NHS sites, Police HQ, car parks, public sector land. Possibility to use public sector land for rented affordable housing.</li> </ul>	<p>The answer is similar to that given to the above option; additionally land has to have a realistic chance of becoming available if it is to be allocated through the LDF process. At the present time with the possible exception of the Police HQ there are no significant publicly owned sites available.</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>Housing should be in settlements which have appropriate sites to</li> </ul>	<p>Again there would be insufficient sites to even come close to meeting the</p>	<p>No further action</p>

<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>Winchester town should take a proportionate number of new dwellings as it has existing sustainable road (M3, M27) and rail links. This would also increase the resident workforce and potentially reduce inbound commuting.</li> </ul>	<p>Agreed, this is the premise behind both options</p>	<p>See main report</p>
<ul style="list-style-type: none"> <li>Further economic development could help reduce outward commuting and SEP identifies Winchester as the most sustainable settlement.</li> </ul>	<p>Agreed but it would need to be of the right type and in the right place, and accessible by sustainable transport modes if it is not to increase commuting</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>Consideration should be given to relocating major employers to the edge of the town, releasing land in the centre for housing, preferably within cycling distance of employment.</li> </ul>	<p>The Council is not in a position to relocate employers, in any event the town centre is the most accessible part of the town, and out of town employment could potentially increase traffic and cross town journeys. Government policy is to support town centres by ensuring a mixtures of uses in them including employment uses.</p>	<p>No further action</p>

<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>• Land at Bushfield offers easier access to employment opportunities in the developing PUSH area, has the least impact on congestion in the city is a proposed Park and Ride site with close access to existing infrastructure.</li> </ul>	<p>The purpose of this report is not to recommend strategic land allocations: however, the development potential of Bushfield Camp will need to be considered as part of the next exercise of identifying strategic site(s) once the preferred option for Winchester Town has been decided.</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>• WCC could move to Bushfield to reduce commuting into the city.</li> </ul>	<p>See above response</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>• A new prison could be built at Bushfield freeing up the land currently in use for key workers</li> </ul>	<p>See above response</p>	<p>No further action</p>

<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>• Barton Farm would bring the people who operate services, shops and infrastructure closer to the centre, reducing carbon footprint. Preferable to development south of Winchester which would increase congestion.</li> </ul>	<p>The purpose of this report is not to recommend strategic land allocations: however the development potential of Barton Farm will need to be considered as part of the next exercise of identifying strategic sites once the preferred option for Winchester Town has been decided.</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>• Option 1 could lead to treating the South East Plan housing requirement as a 'ceiling' not a 'target' which can be overshoot.</li> </ul>	<p>There would be a requirement to monitor progress in implementing the plan and ensuring that there is an adequate supply of housing land. As currently drafted the targets should be taken as minima. Should the target be reached early then it would be extremely difficult to resist further development on the basis that it was not needed to meet the SE Plan targets.</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>• Support land designated in the local plan at Pitt Manor for 200 dwellings, park and ride, with a landscaping buffer.</li> </ul>	<p>Noted</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>• Option 1 supported, particularly the focus on making larger settlements nearby more self sufficient. This support is subject to the LPA providing robust evidence that it can be delivered within the plan period.</li> </ul>	<p>Noted. The need to ensure deliverability would be one of the tests of soundness for the Core Strategy</p>	<p>No further action</p>

<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>• A carefully planned large development is preferable to piecemeal infilling of back gardens.</li> <li>• The Core Strategy should adopt a low level housing growth option for Winchester Town as set out in Option 1. This will help stem the level of out-commuting from the town by balancing jobs and housing. Adopting and fostering the concept of 'smart growth' in conjunction with Option 1 will also help to address the problem of in-commuting. This would also give time for the infrastructure to catch up and would help conserve the special character of the town.</li> </ul>	<p>The allocation of strategic sites would not necessarily mean that suitable garden land would not be approved for development, although it might reduce any arguments of need</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>• Development should be avoided on flood risk areas or upstream of the river Itchen.</li> </ul>	<p>Agreed, this would be consistent with government advice in PPS25</p>	
<ul style="list-style-type: none"> <li>• The number of households presumes single occupancy, which is totally incompatible with reducing carbon footprint. If single occupancy housing is not provided people would be encouraged to share which is more beneficial to society.</li> </ul>	<p>The demographic data behind both the SEP and the Core Strategy show the increase in single person households. The Council is required to plan for the predicted population and it would go beyond the remit of planning to try and ensure that single person households shared property</p>	<p>No further action</p>

<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>An additional development option is the large strip of flat land on top of Twyford Down between and immediately adjacent to the M3 and the golf course. It has good access to the Morestead Rd and cycle routes into Winchester town. This could be a showcase 'eco-village'.</li> </ul>	<p>This land is within the proposed National Park, and is not believed to be currently available for development. It is too far from the town centre to encourage walking, and due to the step incline would not encourage cycling. Therefore this option is not considered sustainable, or preferable to locating development either within or immediately adjoining Winchester town</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>Another is the former army camp at Barton Stacey (available now) although in Test Valley, if they are not featuring it in their plan, could Winchester include it in theirs?</li> </ul>	<p>Winchester could not allocate a site in another district in order to meet its own housing requirements</p>	<p>No further action</p>

<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>The requirement for 5,500 dwellings needs to be challenged given the slow population growth in the UK.</li> </ul>	<p>The mechanism to challenge the housing requirements in the SEP was through the EiP process. Failure to plan for the housing targets in the development plan would make the core Strategy unsound</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>5,500 dwellings may have a short term positive effect on the local economy; however, unless job creation precedes housing, many will commute out adding to infrastructure problems.</li> </ul>	<p>The Core Strategy seeks to balance housing and employment, in the short term additional housing particularly affordable housing can help address the problems of in-commuting.</p>	<p>No further action</p>
<ul style="list-style-type: none"> <li>Winchester should be regarded as a special case and the SE plan challenged. Building on the scale proposed will entirely destroy the nature of Winchester this will have long term effects on the community and its economic well being.</li> </ul>	<p>Any future development in Winchester would need to be carefully planned and designed to ensure that it does not destroy the special character of Winchester. The Core Strategy also has to consider the consequences of not planning for sustainable growth which would have a potentially bigger impact on community and economic wellbeing</p>	<p>No further action</p>

<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>• Development should be in the North of the UK, in less crowded parts of the British Isles.</li> <li>• Concerned about loss of farm land, wildlife and demands on gas, electricity and water feel this requirement is an undemocratic imposition.</li> </ul>	<p>No comment</p> <p>Inevitably the scale of development required in the SEP will mean that greenfield/ farm land will be required to meet the targets. The Core Strategy will aim to keep the amount of greenfield land required to a minimum. The impact on wildlife, water and other utilities will be fully taken into account is assessing and identifying strategic sites.</p>	<p>No further action</p> <p>No further action</p>
<ul style="list-style-type: none"> <li>• A compromise between the two options. Largish developments, properly planned, with appropriate infrastructure and facilities/services etc are the way forward.</li> </ul>	<p>This suggestion will be considered further as part of the strategic site assessment</p>	<p>No further action at this stage</p>
<ul style="list-style-type: none"> <li>• Housing associations should work with keyworkers such as the hospital, HCC, WCC and the prison to allocate housing for employees to live near work. A house 'swap' system could be introduced to enable people to move closer to work.</li> </ul>	<p>To some extent this happens already, but the effects of such a strategy would not significantly reduce the need for further housing, as where people work is only one of many factors that households take into account in deciding where they will live.</p>	<p>No further action</p>



<b>Key Points (common issues are grouped)</b>	<b>WCC Officer Response</b>	<b>Suggested Action</b>
<ul style="list-style-type: none"> <li>The LDF should extend the area of search northwards to the A34 and create a masterplan for that area to maintain and enhance the substantial green landscape wedge of the town and take advantage of the Park and Ride facility and public transport that would serve the Barton Farm MDA.</li> </ul>	<p>This option will have to be considered as part of assessing the options for delivering the step change option.</p>	<p>No further action at this stage</p>